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# **NAVAL POSTGRADUATE SCHOOL**

**MONTEREY, CALIFORNIA**

## **THESIS**

**THE INTEGRATION OF VIRTUAL PUBLIC-PRIVATE  
PARTNERSHIPS INTO LOCAL LAW ENFORCEMENT TO  
ACHIEVE ENHANCED INTELLIGENCE-LED POLICING**

by

Matthew J. Simeone, Jr.

September 2007

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Richard D. Bergin  
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**THE INTEGRATION OF VIRTUAL PUBLIC-PRIVATE PARTNERSHIPS  
INTO LOCAL LAW ENFORCEMENT TO ACHIEVE  
ENHANCED INTELLIGENCE-LED POLICING**

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Submitted in partial fulfillment of the  
requirements for the degree of

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(HOMELAND SECURITY AND DEFENSE)**

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**NAVAL POSTGRADUATE SCHOOL  
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## **ABSTRACT**

In light of the recent emergence of fusion centers and centralized intelligence units, and the move to develop intelligence capacity within local law enforcement agencies in the United States, intelligence-led policing (ILP) is well-positioned to be on the nation's law enforcement agenda for the next decade. ILP relies on robust data collection from a wide range of sources to create intelligence products that can influence decision makers, and ultimately, impact the criminal environment.

Virtual public-private partnerships (VP3s) offer local law enforcement agencies an effective and efficient way to leverage a vast and resourceful private sector for the purpose of enhancing ILP. A VP3 can exponentially enhance data collection capacity, facilitate the utilization of the private sector as a force multiplier, and provide the means by which local policing agencies can begin to instill a culture of preparedness in the citizens they serve.

This thesis includes case studies of three VP3s – Citizen Observer, NYPD Shield, and the Nassau County Security/Police Information Network (SPIN). In addition, virtual communities and social capital are examined with an eye towards the potential impact on crime, homeland security, and ILP. The findings of this thesis form the framework for a VP3-enhanced model of intelligence-led policing.



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# **I. INTRODUCTION**

## **A. PROBLEM STATEMENT**

In the aftermath of September 11th, there was widespread recognition of the need for the reorganization of the intelligence community. Law enforcement, an important part of that community, saw the need for better information sharing and analysis practices. In the past several years, that need has initiated a move within the United States towards intelligence-led policing (ILP).<sup>1</sup>

Originating in the United Kingdom over a decade ago, intelligence-led policing relies on intelligence to drive decision making within law enforcement agencies. The integration and analysis of relevant data from all available sources is critical to providing the best possible intelligence picture. A broad and diverse system of data collection is, therefore, highly advantageous for effective ILP.

Some police departments have begun to improve their intelligence operations by creating procedures and practices that integrate data collected from members of their respective agencies into the intelligence process.<sup>2</sup> However, since experience tells us that most criminal activity takes place beyond the view of law enforcement officers, it is, perhaps, the private sector and *not* law enforcement, that is the prime source for information related to criminal activity. Although many policing agencies have begun to network extensively *within* the law enforcement community, they have not done nearly as much in trying to incorporate the private sector into their intelligence network.

Moreover, as the threat of terrorism has become a major concern for police and sheriffs' departments throughout the United States, local law enforcement agencies that, before 9/11, had focused almost exclusively on the communities they serve, have now

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<sup>1</sup> Marilyn Peterson, *Intelligence-Led Policing: The New Intelligence Architecture* (Washington, DC: Bureau of Justice Assistance, September 2005): vii.

<sup>2</sup> The *New Jersey State Police Practical Guide to Intelligence-Led Policing*, Center for Policing Terrorism at the Manhattan Institute (New York: Manhattan Institute for Policy Research, September 2006), 21.

had to take a broader view of how their agencies fit into the Global War on Terror. Stretching the resources of many departments, this new homeland security responsibility brings with it the challenges of dealing with all of the local crime and disorder issues it had dealt with in the past, plus a whole new set of responsibilities and responses that fluctuate with changes in the National Alert Level. Faced with this challenge, many agency heads have had to redirect personnel towards these “new” responsibilities — which include protecting critical infrastructure — and *away* from community policing.

In addition, with more than 80 percent of our nation’s critical infrastructure protected by the private sector and relatively few law enforcement chief executives participating in partnerships with private security, there is, accordingly, a great need for policing agencies to connect and partner with this vital segment of the private sector.<sup>3</sup>

All of these issues underscore a serious gap between local law enforcement agencies and the private sector. Unlike the comparatively limited scope of most community policing efforts that are personnel resource-intensive and usually target specific communities, policing agencies need to find new ways to form broad-based networks connecting their departments with the many segments of a vast and resourceful private sector.

## **B. RESEARCH QUESTION**

In light of the fact that the private sector offers law enforcement enormous potential for data collection, and that leveraging private sector resources can act as a force multiplier in a time of increasing responsibility and decreasing personnel, how can local law enforcement agencies network with the private sector through technology in a way that will result in: 1) a more informed and engaged private sector that can assist in

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<sup>3</sup> *Report to the Secretary of Homeland Security: Efforts to Improve Information Sharing Need To Be Strengthened* (Washington, DC: United States General Accounting Office, August 2003), 1; International Association of Chiefs of Police, Community Oriented Policing Services, *Private Security/Public Policing, Vital Issues and Policy Recommendations* (Washington, DC: U.S. Department of Justice, 2004), 2. During a 2004 summit, participants suggested that only 5-10% of law enforcement chief executives participate in partnerships with private security.

preventing crime and terrorism; 2) more relevant and valuable information flowing from the private sector into the intelligence cycle; and 3) better intelligence driving better decision making?

Specifically, this research will examine how, through the integration of virtual public-private partnerships, local law enforcement agencies can engage communities, leverage private sector resources, and in doing so, achieve enhanced intelligence-led policing.

### **C. SIGNIFICANCE OF RESEARCH**

This research is significant in that it will address a void in the literature regarding information collection. As several sources have cited the need for data collection from a wide variety of diverse sources, both public and private, previous research failed to explore methods of expanding data collection to include sources outside of law enforcement.<sup>4</sup>

This research will explore several ways local law enforcement agencies can create virtual partnerships with the private sector, greatly expand their intelligence network, and, as a result, facilitate and enhance intelligence-led policing.

The importance of police-private sector partnerships (P3s) has been established in numerous government reports, including the *National Strategy for Homeland Security*.<sup>5</sup> Although there has been a significant increase in the number of P3s in recent years, most local law enforcement agencies have yet to establish one.<sup>6</sup> Among the outcomes of this research will be the development of a model for law enforcement agencies to form virtual

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<sup>4</sup> John W. King, "Collection," *Intelligence 2000: Revising the Basic Elements*, edited by Marilyn B. Peterson, Bob Morehouse, and Richard Wright. Lawrenceville, NJ: International Association of Law Enforcement Intelligence Analysts and Law Enforcement Intelligence Unit, August 2000, Second printing January 2002, 79; *The New Jersey State Police Practical Guide to Intelligence-Led Policing*, 6, 13.

<sup>5</sup> Office of Homeland Security, *National Strategy for Homeland Security* (Washington, DC: U.S. Government Printing Office), 33.

<sup>6</sup> *Private Security/Public Policing, Vital Issues and Policy Recommendations*, 2. The author was a participant in a March 26-27, 2007 forum conducted in Alexandria, Virginia by the Institute for Law and Justice in preparation for the upcoming Community Oriented Policing Services Office sponsored report, *Operation Partnership*. This report will show an increase in the number of documented police-private sector partnerships from approximately 80 to more than 500 within the past six years.

public-private partnerships (VP3s) which will: 1) exponentially expand their potential for data collection and dissemination, and 2) enable the leveraging of the private sector as a force multiplier.

This research opens the door for future inquiry by homeland security academicians into the use of web-based technologies for both engaging the private sector and further expanding the law enforcement intelligence network. With intelligence-led policing clearly on the nation's law enforcement intelligence agenda for the next decade or so, it is hoped that this research provides a springboard from which others can refine and further develop some of the ideas put forth in this thesis. As new technologies develop, so do the possibilities for application in the realm of police intelligence.

Better intelligence capacity and improved intelligence-led policing practices will lead to enhanced public safety and homeland security. In addition, the establishment of a comprehensive police-private sector information sharing network can provide a means for delivering messages that cultivate a culture of preparedness.

Finally, the lack of cooperation and collaboration between law enforcement agencies and the private sector, especially relating to the protection of critical infrastructure, is a serious gap in the nation's overall homeland security strategy. This thesis will provide support for the broad adoption of virtual public-private information-sharing networks and will posit that establishing these ties is essential to public safety and homeland security.

## **D. LITERATURE REVIEW**

### **1. Public-Private Partnerships (P3s)**

Public-private partnership, as it is used within this thesis, refers to a mutual arrangement between law enforcement and a private sector group or representative

for the purpose of furthering a public good through the mutual sharing of information, resources, responsibilities, and rewards.<sup>7</sup>

Since the attacks of 9/11, the literature concerning law enforcement-private sector partnerships has grown significantly. This literature is primarily in the form of government reports and studies that call for increased cooperation and information sharing, especially for the purpose of protecting critical infrastructure. From the *National Strategy for Homeland Security* to the *National Criminal Intelligence Sharing Plan*, there is unanimity in recognition that public-private partnerships are necessary for securing the homeland.<sup>8</sup>

In a recent Council on Foreign Relations report, Stephen E. Flynn and Daniel B. Prieto wrote:

In policy and strategy documents since September 11, 2001, the Bush administration and Congress have repeatedly stressed the critical importance of public-private partnerships to make the country safer. Yet the capabilities, assets, and goodwill of the private sector remain largely untapped.<sup>9</sup>

In relating the current state of affairs concerning P3s in the United States, Flynn and Prieto accurately reflect the great potential in terms of resources, capacity, and willingness to contribute that lie dormant within the private sector.

Virtual public-private partnerships are a relatively new phenomenon. The term virtual public-private partnership, or VP3, which will be used extensively throughout this thesis, refers to a P3 that utilizes the Internet as the primary means of communicating and sharing information.

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<sup>7</sup> Frank Camm, "Using Public-Private Partnerships Successfully in the Federal Setting," from *High-Performance Government: Structures, Leadership, Incentives*, Edited by Robert Klitgaard and Paul C. Light (Arlington: Rand, 2005) 180. This definition was adapted from the definition appearing in this essay.

<sup>8</sup> *The National Strategy for Homeland Security*, 33; Global Intelligence Working Group, *National Criminal Intelligence Sharing Plan* (Washington, DC: Bureau of Justice Assistance, June 2005), 13.

<sup>9</sup> Stephen E. Flynn and Daniel B. Prieto, *Neglected Defense: Mobilizing the Private Sector to Support Homeland Security* (New York: The Council on Foreign Relations, 2006), 1.

Looking at the recent development of several virtual public-private partnerships involving local law enforcement, a September 2005 Bureau of Justice Assistance sponsored report entitled, “Engaging the Private Sector to Promote Homeland Security: Law Enforcement-Private Security Partnerships,” took a cursory look at three initiatives: the New York City Police Department APPL Program; the Irvine Police Department Watchmail; and the Metropolitan Atlanta Technological Crimes Task Force (MetroTech).<sup>10</sup> In addition, a recent article in Security Management Magazine by Oksana Farber, a local security director, entitled “Positive SPIN on Liaisons” briefly looked at the Nassau County Police Department’s Security/Police Information Network.<sup>11</sup> None of these programs, however, have yet been the subject of serious academic review.

Therefore, this research may be the first in this new and evolving field of virtual public-private partnerships.

## **2. Intelligence-Led Policing**

The intelligence-led policing literature was reviewed with a focus on the data collection stage of the intelligence process since it is critical to ILP and its enhancement is the major focus of this thesis.

Examining the academic literature, Dr. Jerry H. Ratcliffe, in “Intelligence-Led Policing,” looked broadly at ILP in terms of tracing its origins and explaining what it is. Ratcliffe, who is presently an associate professor at Temple University in Philadelphia, recognizes the importance of collecting information outside of law enforcement when he states that data collection “relies on a range of information sources both within and external to the police service.”<sup>12</sup> There is, however, no further discussion or inquiry by Ratcliffe into collecting data from external sources.

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<sup>10</sup> Andrew Morabito and Sheldon Greenberg, *Engaging the Private Sector to Promote Homeland Security: Law Enforcement-Private Security Partnerships* (Washington, DC: Bureau of Justice Assistance, 2005) 11-17.

<sup>11</sup> Oksana Farber, “Positive SPIN on Liaisons,” *Security Management* 50 (June 2006), 110.

<sup>12</sup> Jerry H. Ratcliffe, “Intelligence-Led Policing,” *Australian Institute of Criminology, Trends & Issues in Crime and Criminal Justice*, no. 248 (April 2003): 3.

In searching the academic literature related to ILP, it becomes apparent that this aspect of intelligence-led policing has not been adequately addressed. Other than the mere acknowledgement that sources external to law enforcement need to be engaged in order to facilitate the comprehensive collection of information into the intelligence process, there appears to be a void of study examining the integration of the private sector into data collection. As stated earlier, the private sector may be a prime source of information for law enforcement, which makes this a particularly ripe area for further inquiry.

As in local law enforcement-private sector partnerships, much of the literature dealing directly with intelligence-led policing consists of government reports. There have been several government reports released in the past few years promoting the adoption of intelligence-led policing. *Criminal Intelligence Sharing: A National Plan for Intelligence-Led Policing at the Local, State and Federal Levels*, *Law Enforcement Intelligence: A Guide for State, Local, and Tribal Law Enforcement Agencies*, the *National Criminal Intelligence Sharing Plan*, and *Intelligence-Led Policing: The New Intelligence Architecture*, all make the case for intelligence-led policing as an effective paradigm for post-9/11 policing.<sup>13</sup>

### **3. Community-Oriented Policing and its Derivatives**

Community policing has great relevance in today's homeland security environment with respect to improving law enforcement intelligence. *Criminal Intelligence Sharing: A National Plan for Intelligence-Led Policing at the Local, State and Federal Levels*, a report based on an International Association of Chiefs of Police Intelligence Summit held in March 2002, recognizes the benefits of community policing in creating connections between local law enforcement and citizens:

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<sup>13</sup> *Criminal Intelligence Sharing: A National Plan for Intelligence-Led Policing at the Local, State and Federal Levels* (International Association of Chiefs of Police and Community Oriented Policing Services, August 2002), 18; David L. Carter, *Law Enforcement Intelligence: A Guide for State, Local, and Tribal Law Enforcement Agencies* (Washington, DC: Office of Community Oriented Policing Services, November 2004); *National Criminal Intelligence Sharing Plan*, 3; Peterson, *Intelligence-Led Policing: The New Intelligence Architecture*, vii.



Over the past decade, simultaneous to federally led initiatives to improve intelligence gathering, thousands of community policing officers have been building close and productive relationships with the citizens they serve. The benefits of these relationships are directly related to information and intelligence sharing: COP officers have immediate and unfettered access to local neighborhood information as it develops. Citizens are aware of and seek out COP officers to provide them with new information that may be useful to criminal interdiction or long term problem solving... Terrorism and other criminal activity by its nature is locally based, making neighborhoods a prime source of potentially useful information... It is time to maximize the potential for community policing efforts to serve as a gateway of locally based information to prevent terrorism, and all other crimes.<sup>14</sup>

This powerful acknowledgement — of the importance of local law enforcement officers building interpersonal networks within the communities they serve for the purpose of collecting information — lays the foundation for study into how technology may be used to significantly enhance that process.

In “Community Policing and Terrorism,” Matthew C. Scheider and Robert Chapman argue that community policing offers law enforcement agencies an overarching orientation from which they can respond to a variety of homeland security-related tasks.<sup>15</sup> They assert:

For the past 20 years, community policing has encouraged community members to partner with law enforcement to identify potential threats and create a climate of safety. The community policing philosophy is well positioned to take a major role in preventing and responding to terrorism and in efforts to reduce citizen fear. Instead of de-emphasizing community policing efforts, police departments should realize that community policing may be more important than ever in dealing with terrorism in their communities.<sup>16</sup>

David L. Carter posits that community policing has developed skills in many officers — such as the scientific approach to problem solving, environmental scanning,

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<sup>14</sup> *Criminal Intelligence Sharing*, 2.

<sup>15</sup> Matthew C. Scheider and Robert Chapman, “Community Policing and Terrorism,” *Journal of Homeland Security* (April 2003).

<sup>16</sup> Scheider and Chapman, “Community Policing and Terrorism.”

effective communications with the public, fear reduction, and community mobilization to deal with problems — that directly support new counterterrorism responsibilities.<sup>17</sup>

Building upon the foundation of community policing, David E. Dial, in his Center for Homeland Defense and Security master's thesis, "Enterprise Policing for the September 12 Era," views policing in the framework of a network, in which police are one of the many nodes in the network responsible for community safety.<sup>18</sup> Dial sees the shared responsibility for safety by community stakeholders — such as residents, merchants, professionals and police — in terms of an all-channel network for community safety.

Integrating network theory into policing, "enterprise policing," as Dial calls it, capitalizes on the flexibility of networks in the way police officers interface with other members of law enforcement, as well as with members of the community for the purpose of exchanging information and ensuring public safety.<sup>19</sup> Dial's work lays the groundwork for a deeper look at just how local law enforcement agencies can "connect" with the private sector by utilizing existing technology.

## **E. METHOD**

This thesis will examine several successful virtual public-private partnership programs as they relate to police intelligence and leveraging the private sector as a force multiplier. The cases to be studied are Citizen Observer, Security/Police Information Network, and NYPD Shield. In addition, a comparative analysis will be conducted with respect to a variety of existing technologies and how they may be used to dramatically expand a local law enforcement agency's intelligence network.

The resulting model will be a guide for local law enforcement agencies in how to significantly expand their existing intelligence network. This will facilitate enhanced

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<sup>17</sup> Carter, *Law Enforcement Intelligence: Guide for State, Local, and Tribal Law Enforcement Agencies*, 40.

<sup>18</sup> David E. Dial, "Enterprise Policing for the September 12 Era" (Master's Thesis, Center for Homeland Defense and Security, Naval Postgraduate School, Monterey, March 2006), v.

<sup>19</sup> *Ibid.*

intelligence-led policing through improved capacity for data collection, the creation of better intelligence products, and ultimately, improved decision making.

## II. INTELLIGENCE-LED POLICING

Several government-sponsored reports released in recent years have offered intelligence-led policing as an effective paradigm for the post-9/11 policing environment. From describing ILP as the state of the art in law enforcement intelligence, to calling for state, local, and tribal law enforcement agencies to move aggressively toward the implementation of intelligence-led policing, these reports recognize the potential value that ILP offers policing in the United States.<sup>20</sup>

Intelligence-led policing, which stands at the center of the United Kingdom's National Intelligence Model, has begun to see implementation here in the United States. Among the leading U.S. law enforcement agencies moving towards ILP is the New Jersey State Police, which recently stood up its Regional Operations and Intelligence Center (ROIC) as part of a reorganization built around the policing method. The *New Jersey State Police Practical Guide to Intelligence-Led Policing*, as its name suggests, details some of the fundamental processes used to operationalize ILP at the state and local law enforcement level.

As there are variations in the manner in which intelligence-led policing is practiced, several definitions also exist. The National Criminal Intelligence Sharing Plan (NCISP) defines ILP as:

*. . . the collection and analysis of information to produce an intelligence end product designed to inform law enforcement decision making at both the tactical and strategic levels.*

The NCISP goes on to state that intelligence-led policing depends on the production and application of intelligence information and products and, to be effective, the process must be an integral part of an agency's philosophy, policies, and strategies.<sup>21</sup>

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<sup>20</sup> *Criminal Intelligence Sharing: A National Plan for Intelligence-Led Policing at the Local, State and Federal Levels*, 18; Carter, *Law Enforcement Intelligence*, v.

<sup>21</sup> Global Intelligence Working Group, *The National Criminal Intelligence Sharing Plan*, 3-4.

The Royal Canadian Mounted Police add that ILP “is predicated on the notion that a principal task of the police is to prevent and detect crime rather than simply to react to it.”<sup>22</sup> Jerry H. Ratcliffe, an academic from Temple University, expands on this concept by coupling effective policing strategies with external partnership projects as a means to accomplish reductions in crime.<sup>23</sup> All definitions of ILP, however, involve improved crime analysis and intelligence, and focus on the disruption and prevention of criminal activity and its mitigation, rather than mere detection and prosecution.

In examining intelligence-led policing, which is the underlying method this research seeks to advance, this study will define the term “intelligence,” look at the 3i Model as an ILP-based crime reduction process, describe the intelligence process, and finally, explore the law enforcement intelligence network as the underlying architecture for the dissemination and collection of information.

#### **A. INTELLIGENCE DEFINED**

Despite the fact that “intelligence” plays such a central role in policing today, it is a word that is often misused within the law enforcement community. Often considered synonymous with “information,” the misuse of the term has led to the often erroneously used phrase, “collecting intelligence.”<sup>24</sup> Generally speaking, information is what is collected, and intelligence is what is produced after that information has been evaluated and analyzed.<sup>25</sup> The process by which that occurs can be described in the simplest terms by the following formula:

$$\text{Information} + \text{Analysis} = \text{Intelligence}^{26}$$

Moreover, the word “intelligence” has several other meanings, depending upon the context in which it is used. Intelligence is often used to describe the intelligence

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<sup>22</sup> Royal Canadian Mounted Police, “Intelligence-led Policing: A Definition.”

<sup>23</sup> Ratcliffe, “Intelligence-Led Policing,” 3.

<sup>24</sup> Peterson, *Intelligence-Led Policing: The New Intelligence Architecture*, 3.

<sup>25</sup> Ibid.

<sup>26</sup> Ibid.

community, an intelligence unit within an agency, or the intelligence process that consists of collecting, processing, analyzing, and disseminating data to support strategic plans.<sup>27</sup>

Consequently, the term “intelligence” may be used to describe a community, a process, or a function or structure. In this thesis, however, “intelligence” will be used to describe the finished product of the intelligence process. All other uses of the term will include accompanying phraseology, i.e., intelligence community, intelligence function, or intelligence process.<sup>28</sup>

## **B. THE 3 “I” MODEL: INTERPRET, INFLUENCE, AND IMPACT**

With the term “intelligence” having been defined, this chapter will next examine what it means to be “intelligence-led.” One of the best ways to do that is to examine the 3i Model (see Figure 1), which was introduced by Dr. Ratcliffe. This model represents a method of crime reduction utilizing an intelligence-led process. It also provides an overarching framework for understanding ILP.

The 3i Model consists of three essential structures: an intelligence structure or unit, the criminal environment, and the decision maker. In addition, there are three processes which represent the 3 “i”s. They are: to interpret, influence, and impact (see Figure 1).

The first stage of the model involves the interpretation of the criminal environment by the intelligence structure. Recognizing that this environment is fluid, the intelligence structure collects data from both within and external to the agency in an attempt to paint as complete a picture as possible in creating its intelligence product. This will assist in the second stage, which involves identifying decision makers and then developing intelligence products that can influence them. The third stage relies on the decision makers having the creativity and skills to positively impact the criminal environment and reduce crime.

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<sup>27</sup> Christopher Cleary, “Strategy for Local Law Enforcement Agencies to Improve Collection, Analysis, and Dissemination of Terrorist Information” (Master’s thesis, Monterey, CA: Naval Postgraduate School, 2006), 7-8.

<sup>28</sup> Ibid., 8.

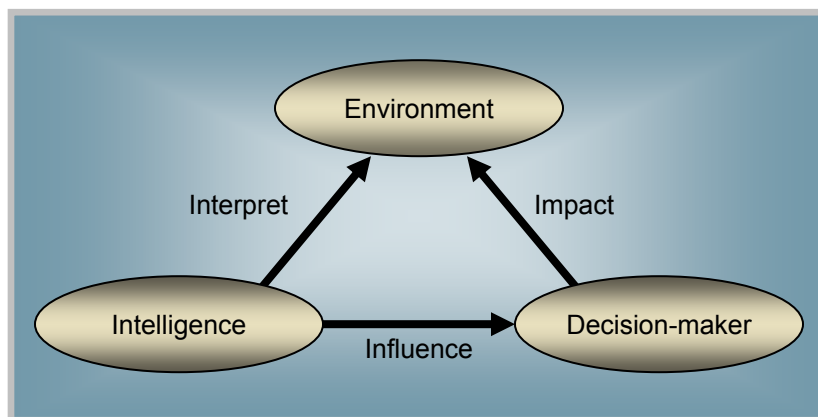


Figure 1. Ratcliffe's 3i Model of Intelligence-Led Policing  
 [Adapted from J. H. Ratcliffe, "Intelligence-Led Policing." *Trends and Issues in Crime and Criminal Justice* No. 248 (2003) 3.]

In describing the 3i Model as a crime reduction process, Ratcliffe notes the importance of local partnerships and acknowledges that decision makers also exist outside of police agencies. A comprehensive intelligence system, he says, can recognize this and influence a broad range of internal and external decision makers.<sup>29</sup> This speaks to the need for the intelligence unit within an agency to be able to produce intelligence products for a wide variety of consumers, an important point that will be addressed later in this chapter.

### C. THE INTELLIGENCE PROCESS

At the core of intelligence-led policing lies the intelligence process, which incorporates a continuous cycle performed by an intelligence unit, or within a fusion center. This process will be examined within the context of ILP, utilizing Ratcliffe's 3i Model as the overarching framework. As such, the process serves to interpret the criminal environment and produce intelligence products, which will facilitate informed decision making for the purpose of impacting the criminal environment.

<sup>29</sup> Ratcliffe, "Intelligence-Led Policing," 4.

The National Criminal Intelligence Sharing Plan breaks the intelligence process down into six essential steps: planning and direction, collection, processing/collation, analysis, dissemination, and reevaluation.<sup>30</sup>

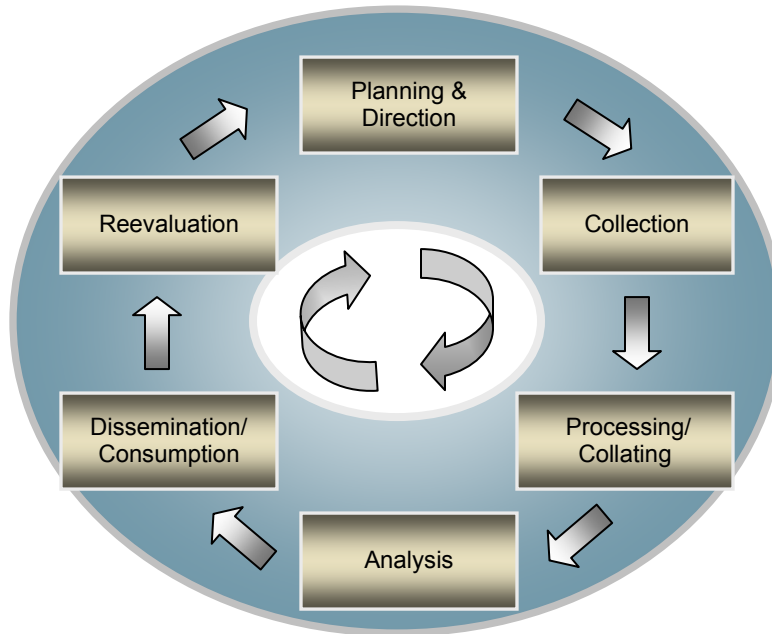


Figure 2. The Intelligence Process  
[Adapted from the National Criminal Intelligence Sharing Plan, 2005, 3].

### 1. Planning and Direction

In planning for intelligence, policy makers need to determine their agency's intelligence requirements based on their local policing priorities. Post-9/11, those priorities must be viewed within the context of today's global environment. An agency's intelligence priorities should reflect its policy priorities. Therefore, the intelligence function should assist in carrying out policy, and not making policy.<sup>31</sup>

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<sup>30</sup> National Criminal Intelligence Sharing Plan, 3.

<sup>31</sup> Mark M. Lowenthal, "Intelligence: From Secrets to Policy, Third Edition," *CQ Press* (Washington, DC, 2006): 56.



In describing how law enforcement agencies may have different intelligence requirements based on their mission, Christopher Cleary, a law enforcement practitioner from Nassau County, New York, writes:

Many police departments conduct patrol, response, and investigation functions, while other agencies such as some Highway Patrols focus solely on enforcing laws, and promoting safety for vehicular and pedestrian traffic. Agencies like the Federal Bureau of Investigation do not conduct any patrol functions because all their efforts go into investigating criminal cases. Each agency adopts the most logical anti-terrorism, or counter-terrorism strategies, and therefore must determine the way in which intelligence can assist their particular efforts.<sup>32</sup>

Intelligence planning must, therefore, be tailored to the needs of the agency relative to its function and mission. During planning — once a problem, requirement, or target is identified — it can be helpful to bring an intelligence analyst into the process. Many agencies have found that bringing an analyst into an investigation early can save them time, money, and resources.<sup>33</sup> In helping to direct the intelligence process, analysts possess a skill set that not only aids them in evaluating the totality of known information, but also enables them to better identify gaps in intelligence. Ultimately, this helps to define where collection resources should be allocated.

## **2. Collection**

Collecting information provides the raw material from which analysts will eventually work to develop intelligence products. Information can come from a variety of sources, including other law enforcement officers, the private sector, and the Internet.

Police officers and deputies collect and capture information daily as part of their regular duties. Whether issuing a traffic citation, conducting an accident investigation, or stopping a suspicious person, law enforcement officers are heavily involved in data collection.

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<sup>32</sup> Cleary, “Strategy for Local Law Enforcement Agencies,” 9.

<sup>33</sup> U.S. Department of Justice. *Law Enforcement Analytic Standards* (Washington, DC, 2004): 17.

It is important to note here that information that is collected, but not captured in a computerized intelligence system, is ultimately useless to analysts. Therefore, it is vital to effective ILP implementation that agencies train their officers in the important role they play in collecting and capturing data, as well as the entire intelligence process. An awareness of the overall intelligence process can give officers the insight to not only be better collectors of information, but also to give feedback to analysts that will improve the entire ILP operation.

Some data collected by the police may come from the private sector, which can be a prime source for information. Through partnerships like neighborhood watch programs and other community-oriented policing methods and initiatives, police open up lines of communication that can potentially reap large rewards in terms of collecting information. Later in this chapter, a discussion on the *law enforcement intelligence network* will elaborate on this aspect of data collection.

In recent years, the capacity for law enforcement to access information has seen explosive growth. Powerful Internet search engines have enabled intelligence analysts to incorporate open source information into intelligence products, thereby adding value by providing background information as well as context to those products. In addition, many agencies have begun expanding their reach into the private sector through public-private partnerships.

The net effect has been a dramatic increase in the capacity to collect information. However, rather than expending resources in collecting massive amounts of information in the hope of discovering the hidden “pearls” that lie within, whenever possible, the information collection process should be focused and driven by specific information needs.<sup>34</sup> As information gaps are discovered during intelligence analysis, they can be used to direct resources. Therefore, intelligence-led data collection should be analysis-driven, and not exploratory in nature.<sup>35</sup>

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<sup>34</sup> Carter, *Law Enforcement Intelligence: Guide for State, Local, and Tribal Law Enforcement Agencies*, 148.

<sup>35</sup> *Ibid.*, 149.

As agencies expand their intelligence networks and build a greater capacity to collect information, the centralizing of the intelligence function — wherein information collected from a variety of sources from within and outside the agency is channeled into one place — becomes an increasingly important organizational factor in facilitating any intelligence process.

In addition, if an agency's criminal intelligence system is multi-jurisdictional and federally funded, data collection and retention must meet the standards set out in Title 28, Code of Federal Regulations, Part 23.<sup>36</sup> Though this is a guideline for all other U.S. law enforcement agencies, 28 CFR Part 23, nonetheless, serves to protect the privacy and constitutional rights of individuals and represents a good practice in law enforcement intelligence. Agencies should thoroughly familiarize themselves with this important statute.

### **3. Processing/Collation**

After information is collected, it must be processed and collated before it can be analyzed. In the case of data collected by electronic means, for example, processing may, as in the case of a foreign language wiretap, involve translation into English.

For most local law enforcement agencies, however, the processing of information primarily involves evaluation. In setting a standard for evaluating data, the International Association of Law Enforcement Intelligence Analysts (IALEIA) stated in a 2004 report:

Information collected from all sources shall be evaluated and designated for source reliability, content validity, and relevancy. Effective evaluation is important not only to the validity of the intelligence product but also to officer safety, investigative effectiveness, and solidity of evidence in prosecutions.<sup>37</sup>

In designating for information reliability and validity, analysts utilize gradients. For example, a law enforcement data reliability gradient may consist of options such as “reliable,” “usually reliable,” “sometimes reliable,” “unreliable,” and “reliability

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<sup>36</sup> Title 28, Code of Federal Regulations, Part 23.

<sup>37</sup> U.S. Department of Justice. *Law Enforcement Analytic Standards*, 19.

unknown.”<sup>38</sup> A data validity gradient might range from “confirmed” and “probably true” to “doubtful” and “cannot be judged.”<sup>39</sup> Gradients such as this provide analysts with a systematic and consistent way of processing information.

As the above excerpt from a 2004 IALEIA report suggests, there is much at stake in the processing stage of the intelligence cycle. Moreover, with the ease at which information can be amassed given the diverse sources made accessible through today’s technology, analysts may be presented with large amounts of information. Both the volume and the investigative nature of verifying information can make the process of vetting raw data time-consuming but, nonetheless, a process that is critical to the overall intelligence process.

Collating data, the last step before analysis, involves “sorting, combining, categorizing, and arranging the data collected so relationships can be determined.”<sup>40</sup> If possible, this should be done in a computerized format using the most appropriate software available to the analyst.<sup>41</sup>

#### **4. Analysis**

Analysis is the process by which information that has been collected, processed, and collated, is turned into an intelligence product that serves the needs of its consumers. In creating intelligence, analysts exercise a broad palette of skills. From applying critical thinking and analytic methodologies, to mastering the required intelligence-related software, analysts integrate and synthesize relevant data into a refined product for consumption.

According to the 3i Model discussed earlier in this chapter, intelligence is used to influence decision makers (consumers) who, in turn, impact the criminal environment. However, analysts cannot act independently in creating intelligence if their ultimate aim is to exert influence upon decision makers. The effectiveness of ILP rests first upon

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<sup>38</sup> U.S. Department of Justice. *Law Enforcement Analytic Standards*, 20.

<sup>39</sup> Ibid.

<sup>40</sup> National Criminal Intelligence Sharing Plan, 7.

<sup>41</sup> U.S. Department of Justice. *Law Enforcement Analytic Standards*, 20.

identifying who these consumers are, then, in creating intelligence products that serve their needs. Therefore, analysts should adopt a consumer-focused approach to intelligence production, with consumers' needs and requirements driving the form and content of intelligence products. With a variety of different types of potential consumers, analysts, to be effective, should be able to produce an equally wide range of intelligence products.

In addition, since context factors into the decision-making process, law enforcement analysts should consider including contextual data in intelligence products. For information produced in computerized format, this can best be done through the use of hyperlinks.<sup>42</sup>

It is important to note that an analyst's job is not merely consolidating and packaging that which has been collected. Law enforcement intelligence should provide hypotheses about criminal offenders, crime patterns and trends, or any other potential threats to the jurisdiction."<sup>43</sup>

Research suggests, however, that this aspect of analysis may be lacking in law enforcement intelligence. In studying 16 analysts in the intelligence operations of two police services in the United Kingdom, Nina Cope, a criminologist and researcher, noted that analysts produced intelligence products that were largely descriptive in nature.<sup>44</sup> "Forecasting, predicting, and evaluating future issues that would affect the police were *not* prevalent in analysis," [emphasis added] writes Cope.<sup>45</sup>

The results of Cope's research are likely indicative of the fact that law enforcement intelligence, as it exists today, is a relatively new field. Since September 11th new expectations and responsibilities have been placed on local law enforcement

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<sup>42</sup> Charles S. Eaneff, Jr., "The Impact of Contextual Background Fusion on Perceived Value and Quality of Unclassified Terrorism Intelligence" (Master's thesis, Monterey, CA: Naval Postgraduate School, 2007), 93. In studying the use of hyperlink technology in unclassified terrorism-related intelligence products, Eaneff has demonstrated that the perceived quality and value of an intelligence product is significantly increased when it contains embedded hyperlinks.

<sup>43</sup> Cleary, "Strategy for Local Law Enforcement Agencies," 11.

<sup>44</sup> Nina Cope, "Intelligence Led Policing or Policing Led Intelligence?" *British Journal of Criminology*, 44, no. 2 (March 1, 2004): 195.

<sup>45</sup> Ibid.

agencies to develop an intelligence capacity. These expectations come as part of a national effort to develop a cohesive strategy to protect against terrorism and the deleterious effects of transjurisdictional organized crime.<sup>46</sup> Combined with several national reports calling for ILP, these expectations have caused agencies large and small to start developing their own intelligence capacity.

The result of such a mass movement by police agencies into intelligence is that most of today's law enforcement intelligence analysts are relatively inexperienced. The skills that analysts require in order to produce quality intelligence products can take years to develop.<sup>47</sup> As analysts share knowledge and gain experience, the quality of intelligence and the analytic capacity of the LEIC as a whole will likely be elevated.

## **5. Dissemination and Consumption**

After intelligence is produced, it must be disseminated and consumed if it is to fulfill its ultimate objective. Although the NCISP's intelligence cycle does not list consumption in its intelligence process, it is, nonetheless, an important step in the overall cycle.<sup>48</sup>

Dissemination, which consists of moving intelligence from the producers to the consumers, is routinely done electronically via the Internet.<sup>49</sup> With email as the primary means of dissemination today, the challenge is in ensuring that those who need intelligence get it, while, at the same time, ensuring that information and intelligence is not shared inappropriately. The issue of balancing this need to share information without jeopardizing officer safety or an ongoing investigation is of constant concern.

Another major issue, however, involves the volume and type of information disseminated to consumers. In recent years, many law enforcement agencies have developed intelligence units and, in an attempt to fulfill mandates calling for increased

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<sup>46</sup> Carter, *Law Enforcement Intelligence: A Guide for State, Local, and Tribal Law Enforcement Agencies*, v.

<sup>47</sup> Robert Simeral, *Intelligence for Homeland Security: Organizational and Policy Challenges* (lecture, Naval Postgraduate School, Monterey, CA, August 8, 2006).

<sup>48</sup> Lowenthal, "Intelligence: From Secrets to Policy, Third Edition," 62.

<sup>49</sup> Ibid.

information sharing, have begun disseminating large amounts of intelligence to consumers on their respective networks. If Cope's observations regarding the quality of intelligence produced by law enforcement analysts are indicative of most of today's fairly inexperienced analysts, much of that intelligence is largely descriptive and lacking in evaluative analysis. As a result, many decision makers are being barraged with large volumes of unevaluated and, in some cases, uncorroborated information, which, in the end, makes their agencies less prepared to make decisions.<sup>50</sup>

Analysts, as part of their broad yet complex array of required skills, need to be keenly aware of the volume and type of information they send to consumers. This is essential if they are to fulfill their job in influencing consumers pursuant to the overall ILP mission.

This point is directly related to consumption, which is often assumed to be an outcome that occurs automatically from the dissemination of intelligence.<sup>51</sup> Consumption, however, cannot be taken for granted. There may be many reasons why intelligence may *not* be consumed, some of which may be directly related to the volume and quality of intelligence products disseminated by the analyst. That is why analysts must strive to deliver the right intelligence, at the right time, in the right format, to the right consumer.<sup>52</sup>

## **6.      Reevaluation**

Reevaluation involves assessing whether intelligence is fulfilling the needs of consumers. The feedback obtained from evaluating intelligence should be the basis for directing future intelligence operations. Agencies must ensure that intelligence is meeting its agency requirements and is serving its policy objectives and priorities.

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<sup>50</sup> Lisa M. Palmieri, "Information vs. Intelligence: What Police Executives Need to Know," *The Police Chief* 72, no. 6, June 2005 International Association of Chiefs of Police, Alexandria.

<sup>51</sup> Robert Simeral, "Intelligence for Homeland Security: Organizational and Policy Challenges," (lecture, Naval Postgraduate School, Monterey, CA, August 8, 2006).

<sup>52</sup> Opening Remarks by Mike McConnell, Director of National Intelligence Nominee, United States Senate Select Committee on Intelligence, February 1, 2007. 1.

In the private sector, companies value consumer feedback because it helps them to improve their product or services. Law enforcement agencies would be well served to take this approach.

#### **D. THE LAW ENFORCEMENT INTELLIGENCE NETWORK**

A diverse and expansive law enforcement intelligence network (LEIN) is highly advantageous to intelligence-led policing as it greatly increases the number of potential sources that an analyst may access in creating intelligence products while enhancing the means by which information and intelligence can be disseminated. In other words, a large LEIN can provide an analyst with a much broader view of the environment via collection, and greater potential reach in delivering information and intelligence.

The term *law enforcement intelligence network* is used in this thesis to describe the entire system by which a police agency collects and disseminates data and intelligence in support of its intelligence function. Most law enforcement agencies today, however, do not view this collection and dissemination system within the conceptual framework of a network.

In describing the asymmetric tactics of our enemies, John Arquilla, a professor at the Naval Postgraduate School in Monterey, California, writes, “We used to be focused exclusively on nations; now we are also focused on networks.”<sup>53</sup> This statement reflects the changing nature of our nation’s criminal and terrorist adversaries. The enemy is, in fact, very well networked. By visualizing the means by which information and intelligence is collected and disseminated in terms of a network, law enforcement agencies can begin to assess their LEIN’s strengths and deficiencies against their intelligence requirements.

In terms of networking, law enforcement agencies have come a long way in the past several years in improving working relationships between themselves and other police agencies. The emergence of fusion centers throughout the nation has helped to contribute to this and is creating an unprecedented level of connectivity and information

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<sup>53</sup> John Arquilla, “It Takes a Network,” *Los Angeles Times*, August 25, 2002.



sharing within the law enforcement community. Despite this connectivity, however, the greatest potential source of information relating to local crime may not be other law enforcement agencies. By its very nature, crime generally occurs out of the presence of law enforcement officers, and in our businesses, neighborhoods, and on our streets. This makes our business and residential communities the prime source for information.

One community that is particularly significant to law enforcement as it relates to its intelligence network is the private security industry. At approximately three times the size of law enforcement, with duties that overlap the safety and security responsibilities of local police, an opportunity exists for police agencies to leverage the vast resources of private security while significantly expanding their law enforcement intelligence network.<sup>54</sup>

In addition to networking with private security, this potential for expanding the LEIN also exists in our communities-at-large. During the past fifteen years, community-oriented policing (COP) has contributed greatly to improving law enforcement intelligence. Through COP efforts, law enforcement agencies have expanded their networks into their business and residential communities as officers have established relationships with individuals in the community. These relationships, therefore, can be described as nodes in the agency's intelligence network as these face-to-face connections provide a means by which information can flow from the police into the community, and from the community back to the police. Community leaders act as key nodes in this network as, by way of their position in the community, they have established social networks that serve as a means to send and receive information.

Police agencies have used community policing-borne relationships to further investigations by developing information and leads, as well as identifying perpetrators of specific crimes occurring in particular neighborhoods. This type of targeted collection activity is an example of applying intelligence-led policing methodology as agencies identify an intelligence need and then target collection activities in the quest for specific information.

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<sup>54</sup> Bureau of Justice Assistance, *Operation Cooperation* (Washington, DC, 2000): 2.

The more relationships exist between members of the community and individual officers, the greater the potential for receiving relevant information in a particular case. In other words, as a pure function of the level of saturation, the greater the law enforcement intelligence network in a community, the more likely that relevant information will be collected.

In addition, with approximately two million people working in the private security industry and more than 300 million people in the United States as a whole, the market potential for growing the LEIN in the private sector is huge.<sup>55</sup> Looking at Figure 3, the widening base of the triangle represents that exponentially expanding potential for the return of information to police as agencies share information with, and engage the private sector.

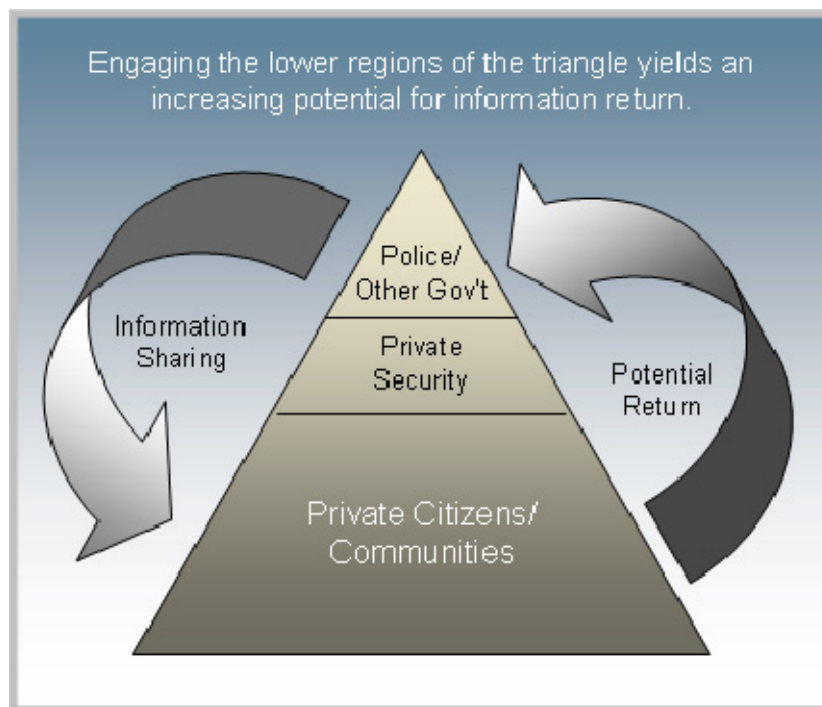


Figure 3. The Police/Private Sector Information Sharing-Return of Information Triangle  
[Adapted from concepts developed by  
Lt. Commander Andre Billeaudeaux, United States Coast Guard].

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<sup>55</sup> *Private Security/Public Policing, Vital Issues and Policy Recommendations*, 3; U.S. Census Bureau.

The essence of the relationship between police and community as it relates to its potential impact on law enforcement intelligence was captured in this excerpt from a 2002 report on criminal intelligence sharing by the International Association of Chiefs of Police.

Over the past decade, simultaneous to federally led initiatives to improve intelligence gathering, thousands of community policing officers have been building close and productive relationships with the citizens they serve. The benefits of these relationships are directly related to information and intelligence sharing: COP officers have immediate and unfettered access to local, neighborhood information as it develops. Citizens are aware of and seek out COP officers to provide them with new information that may be useful to criminal interdiction or long-term problem solving. The positive nature of COP/citizen relationships promotes a continuous and reliable transfer of information from one to the other. It is time to maximize the potential for community-policing effort to serve as a gateway of locally based information to prevent terrorism, and all other crimes.<sup>56</sup>

Community-oriented policing, therefore, can enhance intelligence-led policing by expanding an agency's law enforcement intelligence network, and thus growing its capacity to collect and disseminate information.

## **E. SUMMARY**

Intelligence-led policing can offer tangible benefits to law enforcement in addressing crime and terrorism. It relies on informed decision making to direct police resources and is focused on the prevention of crime, rather than mere detection and prosecution.

In examining ILP, Jerry Ratcliffe's 3i Model is an effective framework for visualizing the relationship between the intelligence function, the criminal environment, and the decision maker. In this model, the purpose of an agency's intelligence structure is to interpret the environment and produce intelligence products that can ultimately influence those who have the capacity to impact that environment.

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<sup>56</sup>*Criminal Intelligence Sharing: A National Plan for Intelligence-Led Policing at the Local, State and Federal Levels*, 2.

Vital to ILP, the intelligence process is the means by which intelligence is produced and disseminated. This sequential cycle also involves feedback, which drives the process forward and ensures that intelligence is serving the needs of its consumers and the agency as a whole.

Both the collection and dissemination stages of the intelligence process are dependant on an agency's law enforcement intelligence network. A diverse, expansive network enhances ILP as it provides analysts greater potential for data collection, as well as dissemination. In growing that network, our business and residential communities in the private sector offer tremendous potential. This potential, which is a function of size as well as the very nature of crime itself, will be explored later in this thesis.

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### **III. DYNAMICS OF PARTNERSHIPS**

It was argued in Chapter II that a well-developed law enforcement intelligence network is highly beneficial to intelligence-led policing as it enables a more comprehensive means of intelligence dissemination as well as an increased potential for information collection. The private sector, which far exceeds the public sector in size and scope, is ripe for partnership and offers great potential in expanding that network.

However, in forming partnerships with the private sector, insight into the psychological and sociological factors that affect partnerships can be valuable. This chapter will study some of the underlying dynamics involved in partnerships.

#### **A. TRUST**

In every type of partnership, there is one element that, if in abundance, can enable remarkable levels of cooperation and synergistic collaboration. If missing, however, it can doom even the most promising partnering efforts to failure. That element is trust.<sup>57</sup> Both interpersonal and institutional trust play an important role in police-private sector partnerships.

##### **1. Interpersonal Trust**

The construction of trust is the construction of the interpersonal relationship, for one cannot exist without the other.<sup>58</sup>

As public-private partnerships depend upon relationships, this statement from a 1998 study captures the importance of interpersonal trust in partnerships.

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<sup>57</sup> Stephen R. Covey, Rebecca R. Merrill, *Speed of Trust: The One Thing That Changes Everything*, (New York: Free Press, 2006), 1.

<sup>58</sup> Linda R. Weber, Allison Carter, On Constructing Trust: Temporality, Self-Disclosure, and Perspective-Taking, *The International Journal of Sociology and Social Policy*, 1998: 18, 1; 7.

Stephen R. Covey, the noted author and recognized leadership expert, describes interpersonal trust by using the metaphor of an Emotional Bank Account (EBA).<sup>59</sup> In a partnership, as in a relationship, each party, through their everyday actions, can make small deposits into the account of the other, slowly building a reserve of trust. A deposit may consist of keeping a commitment, a sincere apology after making a mistake, or taking the time to truly understanding the other person, which is one of the biggest deposits one can make.<sup>60</sup> These types of deposits, which in a way are overt displays of integrity and good character, help to build the EBA.

Conversely, showing disrespect, overreacting, or defaulting on a commitment are examples of actions that would likely result in a withdrawal from that account.<sup>61</sup> In some cases, if the violation is serious enough, the entire EBA can be overdrawn in one clean swoop.<sup>62</sup> In time, as each partner's Emotional Bank Account, or level of trust, either grows or is bankrupted, so goes the partnership.

Although it may seem overly simplistic to describe a relationship's trust equity in such rudimentary terms, it may be within this realm of basic interpersonal interaction where many partnerships fail. This is supported by recommendations appearing in a 2005 Bureau of Justice Assistance report entitled *Engaging the Private Sector to Promote Homeland Security: Law Enforcement-Private Security Partnerships*, which lists seemingly obvious relationship basics for use by law enforcement in enhancing trust in partnerships. These recommendations include: communicating, delivering what is promised, ensuring equity and equality, sharing credit for successes, and admitting mistakes.<sup>63</sup>

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<sup>59</sup> Stephen R. Covey, *The Seven Habits of Highly Effective People* (New York: Simon & Schuster, 1989): 188.

<sup>60</sup> Ibid., 190.

<sup>61</sup> Ibid., 188.

<sup>62</sup> Stephen R. Covey, Emotional Bank Account, *The Seven Habits of Highly Effective People: Taught by the Author* (Salt Lake City: Franklin Covey Audiobooks on cd, 2002).

<sup>63</sup> Morabito et al., *Engaging the Private Sector to Promote Homeland Security: Law Enforcement-Private Security Partnerships*, 4.

Moreover, in order to earn the trust of another, it is not enough to have integrity and good character; one also needs to be competent.<sup>64</sup> For officers involved in public-private partnerships, this means having the policing skills required to perform the job. The importance of competency in building trust applies to both interpersonal trust and the trust of institutions, i.e., the law enforcement agency or policing as a whole. It is this type of trust that will now be examined.

## **2. Institutional Trust**

As an institution, law enforcement needs to be competent in solving community crime and disorder problems, or it will lose the trust of the public it serves. People expect a high level of competency from their local police department and place a certain level of trust in law enforcement to keep them safe.

In addition, the police derive their authority from the society they protect and, therefore, must constantly earn the trust of the public in order to be perceived as trustworthy. As such, the public expects good character, or integrity, as well as competence from their police. When this is lost or somehow compromised, as in a high profile incident involving the violation of an individual's civil rights, one incident can have a widespread negative impact on all law enforcement. The infamous 1991 beating of Rodney King is a striking example. This incident, which involved the videotaping of Los Angeles police officers beating Rodney King with police batons, eroded trust in law enforcement agencies throughout the nation as it reflected negatively upon the entire institution of American policing.<sup>65</sup>

In terms of the private security industry as an institution, law enforcement's perceptions of the industry's character and competence have served to hinder partnering

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<sup>64</sup> Covey et al., *Speed of Trust: The One Thing That Changes Everything*, 216-217.

<sup>65</sup> Lee Sigelman, Susan Welch, Timothy Bledsoe, and Michael Combs, "Police Brutality and Public Perceptions of Racial Discrimination: A Tale of Two Beatings," *Political Research Quarterly* 50, no. 4 (December 1997): 779.



efforts as well. Some examples of a lack of institutional trust on the part of both law enforcement and private security can be seen in the 2004 Private Security/Public Policing Summit report, which states:

- Some police lament the paucity of pre-employment screening, training, standards, certification, and regulation of security officers.
- Some police feel security officers receive insufficient training (particularly those who carry weapons).
- Some police view security officers as individuals who sought a career in law enforcement but were unable to obtain a position.
- Some police see private security as a threat to their domain.
- Police generally have little understanding of the broad range of private security functions, capabilities, expertise, and resources and therefore fail to appreciate the role of private security.
- Some private security practitioners view police as elitists.
- Some private security practitioners feel law enforcement professionals do not care about private security until they are considering a job in that field.<sup>66</sup>

While both interpersonal and institutional trust are vitally important, a study of the factors that can influence the success of partnerships also warrants an examination of empathy.

## **B. EMPATHY**

In recent years, as researchers have begun studying various aspects of what it means to be emotionally intelligent, empathy has received increasing attention.<sup>67</sup> In an information age where collaboration and synergy have become the new currency, empathy — which facilitates relationships by imparting in each partner a better sense of understanding in the other — has become relevant and important.

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<sup>66</sup> *Private Security/Public Policing, Vital Issues and Policy Recommendations*, 6-7.

<sup>67</sup> Derived from the term “emotional intelligence,” introduced in 1990 by Peter Salovey and John Mayer in an article entitled “Emotional Intelligence” (*Imagination, Cognition, and Personality* 9, no. 3, 185-211), and gained popular attention 1995, after the release of Daniel Goleman’s work “Emotional Intelligence: Why It Can Matter More Than IQ.”

There are two generally recognized types of empathy discussed in the literature: cognitive and affective. Cognitive empathy — which is often referred to as perspective-taking — consists of “an intellectual understanding of another’s situation.”<sup>68</sup> This involves utilizing rational thought to place oneself in the position of another. Affective empathy, on the other hand, consists of “an internal emotional reaction that produces understanding of another’s feelings” and tends to involve the sensing and processing of another’s emotional state.<sup>69</sup>

In examining cognitive versus affective empathy, it is observed that one may serve as a feedback mechanism to the other.<sup>70</sup> For example, an affective empathic response may trigger cognitive understanding, which adds meaning to the affect. Conversely, the capacity to experience affective empathy may be determined by one’s ability to take another’s cognitive perspective in the first place. In short, an integrated understanding seems to require both orientations.<sup>71</sup>

Empathy has been shown to be “significantly and directly associated with relationship satisfaction,”<sup>72</sup> thus reinforcing the need for empathy in partnerships. Conversely, a lack of empathy can be potentially detrimental. Research involving psychotherapy has suggested that the best predictor of a negative outcome is a lack of empathy on the part of the therapist.<sup>73</sup>

Carl R. Rogers, the influential American psychologist, believed that empathic listening involves taking a real risk. In a seminal 1952 article, Rogers writes:

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<sup>68</sup> Lucette B Comer and Tanya Drollinger, “Active Empathetic Listening and Selling Success: A Conceptual Framework,” *The Journal of Personal Selling & Sales Management*. New York: Winter 1999. Vol. 19, Iss. 1; 19.

<sup>69</sup> Ibid.

<sup>70</sup> Edward V. Pecukonis, “A Cognitive/Affective Empathy Training Program as a Function of Ego Development in Aggressive Adolescent Females,” *Adolescence*; Spring 1990: 25, 97: 61.

<sup>71</sup> Ibid.

<sup>72</sup> Duncan Cramer, “Facilitativeness, Conflict, Demand for Approval, Self-Esteem, and Satisfaction With Romantic Relationships,” *The Journal of Psychology*; January 2003: 137, 1: 94-95.

<sup>73</sup> David C. Mohr, “Negative Outcome in Psychotherapy: A Critical Review,” *Clinical Psychology: Science and Practice* 2, Issue 1, .March 1995, as cited by Carl Marci; Helen Riess, “The Clinical Relevance of Psychophysiology: Support for the Psychobiology of Empathy and Psychodynamic Process,” *American Journal of Psychotherapy*; 2005: 59, 3; Research Library, 213.

If you really understand another person in this way, if you are willing to enter his private world and see the way life appears to him, without any attempts to make evaluative judgments, you run the risk of being changed yourself . . . Most of us are afraid to take that risk. So instead we cannot listen; we find ourselves compelled to evaluate because listening seems too dangerous.<sup>74</sup>

Listening empathically, or from another's frame of reference, in an attempt to truly understand the other's thoughts and feelings helps to facilitate rapport and, as was discussed earlier, builds trust. For officers, whose law enforcement duties inextricably involve control of themselves and others, this can be especially difficult as it involves leaving the security of one's intellectual or emotional position.

In light of the post-9/11 recognition of the vital importance of partnerships and information sharing, the capacity for an officer to listen empathically may be one of the most important, yet least recognized skills in policing today. Not only does it better enable an officer to interview witnesses and complainants, but it also facilitates positive relationships and helps build the trust needed to forge strong, enduring partnerships, both within and outside the bounds of law enforcement.

"Good people skills" is the layman's term sometimes used to describe this ability. As it is closely tied to trust, police executives would be well served to gain insight into empathy, and then select officers with empathic capacity and ability for partnership liaison positions.

In addressing this issue of selecting the "right" liaison for a partnership, Andrew Morabito and Sheldon Greenberg write:

No substitute exists for a well-informed officer who is committed to and passionate about a partnership. These officers become invaluable resources, motivating others to accomplish the goals and tasks of the partnership, improving information sharing, and fostering lasting relationships—all-important elements in a successful partnership. Executives should also bear in mind that selecting the wrong law enforcement officer to represent the department—even for a single

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<sup>74</sup> Carl R. Rogers and F. J. Roethlisberger, "Barriers and Gateways to Communication," *Harvard Business Review*, Boston, November/December 1991, Vol. 69, Issue 6, 107. 105-111. Article first appeared in the *Harvard Business Review* in July–August 1952.

meeting—can be devastating. Unfortunately, officers are sometimes thrust into liaison roles without adequate preparation, understanding, or commitment.<sup>75</sup>

This passage reinforces the idea that the attitude and skills that an officer brings to the position of liaison to a partnership is critical to its overall success. Considering the wide variation that exists in the abilities and aptitudes of individuals throughout the general population, selecting the “right” liaison becomes that much more important.

While there has been debate over whether empathy is a trait that one naturally possesses, or whether it is a skill that can be learned, research suggests that it may be both.<sup>76</sup> Several studies have suggested that the capacity for empathy can be learned.<sup>77</sup> Given the importance of empathy in relationships and the great need for partnerships both within law enforcement and with the private sector, more research in this area is warranted. In the future, measuring empathy could very well be an important component in the police selection process; education in empathic listening may one day be incorporated into police training curricula.

In discussing issues of trust and empathy, it is observed that the building of partnerships is governed by the same natural principles that govern all human relationships. As such, there are no shortcuts.<sup>78</sup> Although the issue of the police liaison to the partnership has been specifically addressed, success ultimately depends on both partners being genuinely committed to making the partnership work. Through consistent behavior over time, high-trust, productive, and meaningful partnerships can be built between law enforcement and the private sector.

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<sup>75</sup> Morabito et al. *Engaging the Private Sector to Promote Homeland Security: Law Enforcement – Private Security Partnerships*, 8.

<sup>76</sup> Sherry L. Hatcher, Missi S. Nadeau, Lisa K. Walsh, Meredith Reynolds, Jerry Galea, Kaye Marz, “The Teaching of Empathy for High School and College Students: Testing Rogerian Methods with the Interpersonal Reactivity Index,” *Adolescence*; Winter 1994; Vol. 29, No. 116; Research Library, 961.

<sup>77</sup> Clinton R. Meek, “An Experiment in Teaching Empathy,” *Journal of Educational Sociology* 31, no. 2, Guidance in Operation: The Southern Illinois University Program (November 1957), 110. Hatcher et al., “The Teaching of Empathy for High School and College Students: Testing Rogerian Methods with the Interpersonal Reactivity Index,” 961.

<sup>78</sup> Stephen R. Covey, Introduction to the Seven Habits, *The Seven Habits of Highly Effective People: Taught by the Author* (Salt Lake City: Franklin Covey Audiobooks on cd), 2002.

### **C. THE ASYMMETRICAL NATURE OF POLICE-PRIVATE SECTOR PARTNERSHIPS**

While there are factors that can support relationships by helping them to develop and flourish, there is a dynamic present in police partnerships that produces asymmetry and can create an obstacle to effective communication. This dynamic involves the underlying influence of power in partnerships involving law enforcement.

While working as the supervisor of a community policing detail in Nassau County, New York, in the late 1990s, the author often received feedback from community residents about officers who had represented the police department at community meetings. Occasionally, this feedback included comments describing officers as “cold,” having “an attitude,” or just “not very friendly.” In many of these instances, residents were referring to competent police officers who were otherwise highly motivated and had positive attitudes towards the community.

In examining the contributing factors potentially responsible for this perception, one factor may have been empathic deficits in some of these officers. However, there are several other dynamics at work in police-private sector partnerships that may present obstacles to effective police-community partnerships. One of these factors may stem directly from the very authority that enables officers to perform their duties.

Law enforcement-private sector partnerships inherently involve asymmetrical relations stemming from the inference of police power.<sup>79</sup> In other words, the authoritative presence that officers rely on to perform their enforcement work on our streets, works against them as they try to form partnerships.

Police, by the mere fact that they have been granted special authority by the state and are society’s enforcers of laws, bring a certain level of perceived power into a relationship. Both nonverbal cues, such as the uniform and military bearing, as well as

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<sup>79</sup> Stephen R. Schneider, “Overcoming Barriers to Communication Between Police and Socially Disadvantaged Neighbourhoods: A Critical Theory of Community Policing,” *Crime, Law & Social Change*, 30: 347.

verbal cues, which may include the use of technical jargon or a military-like formality in the use of language, contribute to perpetuating this power imbalance.<sup>80</sup>

In describing the use of language, specifically technical jargon, by police in Mount Pleasant, Vancouver and its effect on this power asymmetry, Stephen R. Schneider, an academic and researcher from Saint Mary's University, Nova Scotia, writes:

BlockWatch manuals and pamphlets circulated to members begin by describing crime as occurring when a motivated offender and an undefended space or a victim intersects . . . This instructional literature then advises participants to act in an instrumental manner to deter or detect potential offenders. In Vancouver, the technocratic crime prevention pedagogy has been displayed by police officers who train Block Watch Captains or who speak at Block Watch meetings. Observations of Block Watch meetings held with Mount Pleasant residents, for example, reveal that many police officers stress the technical aspects and instrumental strategies of Block Watch, such as surveillance, target hardening, and property-marking.<sup>81</sup>

Few officers, notes Schneider, stressed the social reasons for participating in a neighborhood watch program such as, watching out for your neighbor, helping to make your community a safer place, or fulfilling civic responsibility.<sup>82</sup>

A basic mantra to effective communications is to “know your audience.”<sup>83</sup> Therefore, officers must speak to residents and potential partners at their level. The need for this insight extends to those who prepare written materials and who train officers to present to the community. In using technical jargon or legalese in situations in which it is not fully understood, officers inadvertently distance themselves from their intended audience and reinforce this asymmetrical power relationship.

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<sup>80</sup> Schneider, “Overcoming Barriers to Communication.” 368; George James, “Ideas & Trends; Sharper Image: The N.Y.P.D. Dresses for Success,” *New York Times*, November 27, 1994.

<sup>81</sup> Ibid., 360.

<sup>82</sup> Ibid.

<sup>83</sup> National Governors Association Center for Best Practices website, *NCLB Communication: Know Your Audience*.

Although the exercise of power and control is a critical part of an officer's law enforcement duties, power and responsibility must be shared if a partnership is to be truly successful. Therefore, police officers should first gain insight into the power dynamic inherent in police-private sector partnerships, and second, attempt to attenuate the projection of power in these relationships.

There are several ways officers can attenuate power, such as: engaging in empathic listening; sharing control over crime prevention decision making and resources; showing respect; and avoiding technical jargon unless it is language the partner clearly understands.<sup>84</sup>

The empowering effect of education and its correlation with socio-economic status would suggest that the higher the socio-economic level of the private sector partner, the less pronounced this power asymmetry.<sup>85</sup> Theoretically, this would mean that there is a level at which the social power of the police and private sector partners may become symmetrical, at which point power differential would no longer be a hindering factor in the partnership.

Conversely, this would also mean that in low socioeconomic communities there would tend to be a greater differential in power and, consequently, greater difficulty in communicating effectively. Unfortunately, this dynamic may limit the potential for community policing in the very communities that need it the most.<sup>86</sup>

#### **D. SUMMARY**

This chapter examined some of the underlying factors and dynamics that affect relationships and partnerships. Insight into these areas can help law enforcement agencies

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<sup>84</sup> Schneider, "Overcoming Barriers to Communication," 347.

<sup>85</sup> Sirpa Sarlio-Lahteenkorva; Karri Silventoinen; Eero Lahelma, "Relative Weight and Income at Different Levels of Socioeconomic Status," *American Journal of Public Health*; March 2004; 94, 3: 469. Study demonstrated a positive correlation between socioeconomic status and income; U.S. Census website, 2005. U.S. Census data shows a strong positive relationship between income and education.

<sup>86</sup> Schneider, "Overcoming Barriers to Communication," 369.

avoid some of the common problems and pitfalls that negatively impact partnerships. Trust and empathy, it was argued, play a vital role in building and maintaining relationships and partnerships.

In addition, the asymmetrical nature of police-private sector partnerships and the underlying dynamics of power were examined. These factors have tremendous bearing on the success or failure of relationships and, as such, on law enforcement-private sector partnerships.

As the ability to develop relationships with others varies significantly in individuals, choosing the most effective officers involves careful selection. It is especially critical that police executives assign officers with high empathic capacity and the ability to build trust, as well as the ability to effectively attenuate power asymmetry to these liaison positions. Ultimately, the development of strong relationships tends to facilitate strong partnerships that, in turn, will potentially lead to significant returns for law enforcement intelligence.



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## **IV. P3S AND AN INFORMED PRIVATE SECTOR**

Since September 11th, there has been dramatic change in the world of law enforcement intelligence.<sup>87</sup> With many agencies beginning to adopt intelligence-led policing practices, some have developed their own intelligence capacity and many are participating in regional fusion centers. In either case, there has been a marked increase in recent years in law enforcement information and intelligence sharing. In some cases, agencies have initiated P3s and information sharing has been extended to include private sector partners.

The term “public-private partnership,” or P3, as it is used within the context of this work was defined in Chapter I as a mutual arrangement between law enforcement and a private sector group or representative, for the purpose of furthering a public good through the mutual sharing of information, resources, responsibilities and rewards.<sup>88</sup>

P3s provide a means for law enforcement to better accomplish their public safety mission by leveraging resources that far exceed those of government. The tremendous potential that this offers to law enforcement intelligence was argued in the previous chapter. Figure 3, which visually represents this potential, shows an expansive private sector divided into two distinct sections: private security and private citizens/communities. In studying the importance of engaging the private sector for the purpose of furthering law enforcement intelligence, two distinct types of partnerships, as well as public-private information sharing, will be examined.

### **A. POLICE-PRIVATE SECURITY PARTNERSHIPS**

Private security officers are our true first preventers because they control access to the myriad of facilities we enter and exit every day. They are the individuals with their boots on the ground in our efforts to recognize

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<sup>87</sup> Carter, *Law Enforcement Intelligence: A Guide*, iii.

<sup>88</sup> Camm, “Using Public-Private Partnerships Successfully in the Federal Setting,” 180. This definition was adapted from the definition appearing in this essay.

abnormal or unusual activity. . . *No one is in a better position to be a first preventer than the private security officer in America.*<sup>89</sup>

This excerpt from “Private Security as an Essential Component of Homeland Security,” by Christopher John Hetherington, describes the tremendous potential that private security affords local law enforcement as a resource in preventing terrorism.

In fact, the capacity for law enforcement to provide homeland security may be more limited than police generally acknowledge.<sup>90</sup> With roughly two million people employed in private security and approximately 800,000 sworn law enforcement officers in the United States, private security makes up nearly three-quarters of the protective workforce.<sup>91</sup> Along with the fact that the vast majority of our nation’s critical infrastructure is under private control, private security is, perhaps, in the best position to be “first preventers” of crime and terrorism.

In examining the symbiotic potential of law enforcement-private security partnerships, a 2004 IACP/COPS Office Summit report states:

For the most part, the public sector tends to have the threat information, while the private sector tends to have control over the vulnerable sites. Therefore, homeland security, including protection of the nation’s critical infrastructure, depends partly on the competence of private security practitioners. Thus, building partnerships is essential for effective homeland security.<sup>92</sup>

In line with the common need to protect people and assets from crime and terrorism, there has been a dramatic increase in the number of police-private security

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<sup>89</sup> Christopher John Hetherington, “Private Security as an Essential Component of Homeland Security” (Master’s thesis, Monterey, CA: Naval Postgraduate School, 2004), xi.

<sup>90</sup> *Private Security/Public Policing, Vital Issues and Policy Recommendations*, 3.

<sup>91</sup> *Private Security/Public Policing, Vital Issues and Policy Recommendations*, 2; William C. Cunningham, “U.S. Private Security Trends,” Presentation (Amelia Island: Hallcrest Systems, February 2003): 4.

<sup>92</sup> *Private Security/Public Policing, Vital Issues and Policy Recommendations*, 3.

partnerships in the past few years.<sup>93</sup> For local police, a partnership can provide an opportunity to leverage private security personnel as a force multiplier and to greatly expand the law enforcement intelligence network. These types of partnerships present a tremendous opportunity for law enforcement intelligence to greatly increase information and intelligence dissemination, as well as dramatically enhance the potential for information collection.

In discussing partnerships, there are several factors that can hinder information sharing between private security and law enforcement which need to be addressed. A 2004 National Policy Summit report on law enforcement-private security partnerships lists some of these factors as:

- Companies do not wish to let privileged business information enter the public record;
- Companies that report cyber crime may find their corporate records and computers seized by police;
- Companies may not want to speak candidly at law enforcement–private security partnership meetings. Competitors could find out their problems, and they may risk charges of antitrust violations if they discuss inappropriate topics. Information they give to law enforcement may become public through Freedom of Information Act requests;
- Law enforcement may not be comfortable sharing homeland security-related information with companies that operate in the United States but are owned by foreign entities;
- Law enforcement may not be legally permitted to share some information that private security desires, such as criminal histories.<sup>94</sup>

In addressing some of these information protection issues, the National Infrastructure Protection Plan states that “great care must be taken by the government to ensure that sensitive infrastructure information is protected and used appropriately to

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<sup>93</sup> Interview with Thomas Seamon, President of Hallcrest Systems, Inc., June 15, 2007, New York City. In 1999, as part of the research for *Operation Cooperation: Guidelines for Partnerships Between Law Enforcement & Private Security Organizations*, Mr. Seamon documented approximately 80 police-private security partnerships throughout the United States. As the research for Operation Partnership, sponsored by the COPS Office, has recently been completed, Mr. Seamon reports more than 500 police-private security partnerships throughout the U.S.

<sup>94</sup> *Private Security/Public Policing, Vital Issues and Policy Recommendations*, 16.

enhance the protection of the Nation's Critical Infrastructure and Key Resources.”<sup>95</sup> Ensuring this, however, will likely require federal legislation. At the very least, in the most critical of infrastructures, the potential consequences of system failure must be weighed against protecting private information from Freedom of Information Act requests or any other potential means of release.

In the past several decades, there has been an increasing level of competence and professionalism within the management ranks of the private security industry, with many in the field seeking professional certifications.<sup>96</sup> The best known of these certifications is ASIS International's Certified Protection Professional (CPP) certification. Since the inception of the CPP certification in 1977, over 8,000 have been earned by security professionals who, as a result, are now better prepared to protect their facilities.<sup>97</sup> Even some in law enforcement have recognized the value of the CPP and have pursued the training required to attain this certification.<sup>98</sup>

Despite the differences between the public police and private security, there is clearly an overlap in mission. Both have prevention and protection as core elements of their duties and responsibilities, and each has much to gain from engaging the other in partnership. Some of the benefits of working together include: the opportunity for creative problem solving; increased training opportunities; information and intelligence sharing; and reduced recovery time following disasters.<sup>99</sup>

In addition, with private security in place at most infrastructure facilities, local police leaders should consider initiating discussions with security directors about conducting joint drills and working towards a coordinated response to critical

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<sup>95</sup> National Infrastructure Protection Plan, 12.

<sup>96</sup> ASIS International website, History of the CPP Designation.

<sup>97</sup> Ibid.

<sup>98</sup> Interview with Detective Lieutenant Raymond Martinez, New York City Police Department, NYPD Shield, March 19, 2007. Members of the NYPD Counterterrorism Division have pursued CPP certification.

<sup>99</sup> Morabito et al., *Engaging the Private Sector to Promote Homeland Security: Law Enforcement-Private Security Partnerships*, 3.

incidents.<sup>100</sup> With relationships in place before an incident takes place, both police and private security can work much more effectively in the face of a crisis.

This section looked at law enforcement-private security partnerships, of which several existing partnerships will be studied in detail later in this thesis. Partnerships between law enforcement and non-security members of the private sector, which represent communities-at-large, will now be examined.

## **B. POLICE-COMMUNITY PARTNERSHIPS**

Over the past two decades, community-oriented policing (COP) has become widely practiced by law enforcement agencies throughout the United States. Although the extent of implementation in most of these agencies has been limited to a select few officers, police-community partnerships, which are foundational to COP, were created with the central idea that communities and local police must share responsibility for preventing crime and ensuring neighborhood safety.<sup>101</sup> These local partnerships have taken various forms as officers have been assigned to be liaisons to groups such as civic associations, neighborhood watch groups, chambers of commerce, and business improvement districts.

As one of the cornerstones of community-oriented policing, partnerships provide an opportunity for law enforcement and the community to work together to solve problems and improve safety. Communities may consist of both geographically defined neighborhoods, as well as ethnic and religious communities which may be dispersed throughout the larger area. In creating collaborative partnerships, police should seek to engage members of the community and create high-trust relationships involving shared decision making and a shared sense of responsibility for community issues and problems.

Although they may be formed to support community crime prevention efforts, these partnerships can also provide a framework for engaging citizens to help police

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<sup>100</sup> *Private Security/Public Policing, Vital Issues and Policy Recommendations*, 3.

<sup>101</sup> William V. Pelfrey Jr., "The Inchoate Nature Of Community Policing: Differences Between Community Policing and Traditional Officers," *Justice Quarterly : JQ*; September 2004; 21, 3: 579.

identify possible terrorist threats.<sup>102</sup> In light of these threats, police-community partnerships are needed now more than ever before.<sup>103</sup> The relationships between officers and members of the community serve to extend the law enforcement intelligence network into the community and enhance information collection. Ultimately, for law enforcement intelligence, this information enhances the ability of intelligence analysts to paint a more accurate picture of the overall criminal environment.

## **C. PUBLIC-PRIVATE INFORMATION SHARING**

### **1. The Impact of the Global War on Terror (GWOT)**

The GWOT has impacted law enforcement information sharing with both private security and communities, however, in different ways. Since September 11th, the number of police-private security partnerships has grown significantly as there is increasing acknowledgement within law enforcement of the need to share information with security personnel.

In the New York metropolitan area, New York City, and Nassau and Suffolk Counties have each developed a significant partnership between law enforcement and private security. These partnerships, two of which will be discussed later in this thesis, have increased police-private security information sharing significantly. This type of increase in information sharing, however, has not occurred in terms of community-oriented policing and police-community partnerships.

Despite the fact that numerous government-sponsored reports in recent years have reinforced the importance and validity of community-oriented policing in the context of today's policing environment, many chief law enforcement executives have had to struggle with prioritizing the allocation of finite personnel resources while taking on the additional security responsibilities associated with the increased level of threat. With some officers in the military reserves, active military deployments have even further

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<sup>102</sup> Jose Docobo, "Community Policing as the Primary Prevention Strategy for Homeland Security at the Local Law Enforcement Level," *Homeland Security Affairs Journal*. 1, Issue 1, Article 4, Summer 2005, 2.

<sup>103</sup> Scheider et al., "Community Policing and Terrorism."

strained staffing levels. Consequently, the availability of officers in some agencies to engage in partnerships with the community has been negatively impacted.

Moreover, funding for the Office for Community Oriented Policing Services (COPS) has sharply declined in recent years, thereby removing the economic incentive that helped drive the spread of COP through the 1990s.<sup>104</sup>

Another factor related to the GWOT to consider is that, while partnerships between police and community tend to be proactive in nature and centered on prevention, the focus of much of the U.S. law enforcement community in the past few years has instead been on preparing to respond to the next terrorist attack. With billions of dollars of homeland security monies funding equipment and services for first responders, the political economy of homeland security seems to be heavily biased towards response.<sup>105</sup> Prevention activities, on the other hand, have been harder to define and, as such, the market is much more limited.<sup>106</sup> Therefore, there is an economic incentive for law enforcement agencies to engage in reactive, response-related activities, rather than proactive, prevention-oriented behaviors such as community partnerships.

Some argue that the trend towards a response-orientation has led to a militarization of the police.<sup>107</sup> The very use of the “war” metaphor in fighting terrorism, as in Global War on Terror, supports this paramilitary mindset.<sup>108</sup>

In addressing this trend in small agencies, William V. Pelfrey, Jr., a criminal justice professor, writes:

While larger cities generally garner most of the WMD federal funds, some funding makes its way to smaller agencies, particularly through state disbursement channels. These funds then go towards training and

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<sup>104</sup> U.S. Department of Justice website. This chart shows declining budgetary support of the COPS Office.

<sup>105</sup> Christopher Bellavita, “What is Preventing Homeland Security,” *Homeland Security Affairs Journal*, Summer 2005, Vol. 1, Issue 1: 2.

<sup>106</sup> Ibid.

<sup>107</sup> William Lyons, “Partnerships, Information and Public Safety,” *Policing*, 2002, 25, 3: 531.

<sup>108</sup> Peter B. Kraska and Victor E. Kappeler, Militarizing American Police: The Rise and Normalization of Paramilitary Units, *Social Problems* 44, no. 1, February 1997, 1.



equipment for agencies highly unlikely to ever use or need these resources. However, few small police agencies are willing to concede responsibility for WMD and terrorism response to their larger city, county, and state colleagues. Thus small agencies may be moving away from a COP approach towards a more militaristic, response oriented unit.<sup>109</sup>

With large and small agencies alike adopting paramilitary policing tactics, the effect on police-community partnerships can be potentially harmful. As it was discussed earlier in this chapter, the projection of power can undermine attempts to build trust and forge partnerships with members of the community. Although it may sometimes be an operational necessity for law enforcement to project a high profile paramilitary-like presence, police must, first and foremost, build strong, trusting police-community partnerships. This will enable them to survive a strong show of power and the ensuing loss of trust without bankrupting the partnership.

In applying Covey's Emotional Bank Account metaphor, the projection of power, or force, by the police in a community acts as a withdrawal from the community's EBA. If there is ample trust in the account, the relationship and partnership will survive. However, if there is a low level of trust of the police by the community, a substantial projection of power could very well degrade it to the point at which the account is overdrawn. In any case, sustained militaristic policing in a community will likely bankrupt the institutional trust present in even the strongest police-community partnerships.

This dynamic is extremely significant and has critical importance for law enforcement intelligence. The communities in which police are likely to exert a paramilitary-like presence are the same communities wherein criminals and terrorists are more likely to be living covertly. These often-marginalized communities are where law

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<sup>109</sup> William V. Pelfrey, Jr., "Parallels between Community Oriented Policing and the War on Terrorism: Lessons Learned," *Criminal Justice Studies* 18, no. 4, December 2005, 344.

enforcement agencies need to develop long-term trusting relationships so that a robust network, with the capacity to collect crime and terror-related information, can be realized.<sup>110</sup>

Considering the radical Islamic terrorist threat facing the U.S., nowhere is this more important than in the Islamic-American community. If members of this community are expected to share information with the police, perhaps at great personal risk, it is there that a solid foundation needs to be laid by first treating them with respect, and then protecting their liberty and dignity as vigorously as all other Americans.<sup>111</sup>

## **2. Responsibility to Provide**

With the release of the *9/11 Commission Report: Final Report of the National Commission on Terrorist Attacks Upon the United States* in 2004, came a call to move from a “need to know” culture of information protection to a “need to share” culture of integration within the intelligence community (IC).<sup>112</sup> After the report’s release, proponents of information sharing frequently used the phrase “need to share” and the language appeared in numerous reports addressing the issue of sharing information.

In April 2007, however, in the “100 Day Plan” issued by the Office of the Director of National Intelligence (DNI), the DNI called for a shift from a “need to share” model to a “responsibility to provide” collaborative environment between members of the IC and state, local, tribal, and private sector entities.<sup>113</sup> The change in language in this policy directive is significant in that it not only reinforces past acknowledgements of a strong need for information sharing, but it does so with language that suggests an affirmative duty to share information. In addition, the inclusion of the private sector in

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<sup>110</sup> Lyons, “Partnerships, Information and Public Safety,” 530.

<sup>111</sup> *Ibid.*, 537.

<sup>112</sup> National Commission on Terrorist Attacks Upon the United States, *9/11 Commission Report: Final Report of the National Commission on Terrorist Attacks Upon the United States* (2004): 417.

<sup>113</sup> Office of the Director of National Intelligence, *The United States Intelligence Community 100 Day Plan for Integration and Collaboration* (Washington, DC: April 2007): 9.

this plan makes it clear to any and all within the IC, who may have not previously understood, that there are segments of the private sector that must be brought into the information sharing fold.

Bringing about the kind of cultural change required within the IC to truly move away from an information protection mindset will likely take many years. However, as public-private information sharing partnerships develop, any resulting successes can serve to accelerate the process of cultural transformation.

#### **D. SUMMARY**

This chapter examined two general categories of partnerships; police-private security partnerships and police-community partnerships. The need for cooperation and sharing information between law enforcement and private security is clear. With private security in control of the vast majority of critical infrastructure, working the two sectors working together is necessary for homeland security. Accordingly, in the past few years there has been a marked increase in the number of police-private security partnerships and information sharing.

This, however, has not been the case with respect to police-community partnerships. Several factors emanating from the GWOT have made police-community partnerships more challenging in this difficult time. This is despite the fact that the evidence is clear that partnership such as this are needed now more than ever before. Police/community partnerships not only extend the law enforcement intelligence network, but also play an important role as they can provide a framework for engaging citizens to help police identify suspicious criminal activity, as well as possible terrorist threats.

Moreover, concern exists among some law enforcement chief executives that the COP gains that have been made over the past two decades will be lost in the face of the demands of the GWOT. With many agencies adopting paramilitary policing tactics, the militarization of policing could have a detrimental effect on P3s. With that in mind, building trusting relationships in business and residential communities should be among law enforcement's first and foremost objectives.

In terms of information sharing with the private sector, the Director of National Intelligence has recently created policy that acknowledges the need for public-private information sharing and calls for a shift to a “responsibility to provide” collaborative environment. This policy change represents a step forward in moving away from the IC’s long-standing culture of information protection.

Ultimately, sharing information with the private sector supports intelligence-led policing by enabling a law enforcement agency to leverage an expanded intelligence network. This, in turn, can improve data collection as well as the overall quality of its intelligence products.

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## **V. VIRTUAL PUBLIC-PRIVATE PARTNERSHIPS**

Thus far, intelligence-led policing and the potential benefits that public-private partnerships offer to law enforcement intelligence have been discussed. This thesis will now look at methods in which the Internet can be used to assist law enforcement agencies in facilitating these partnerships. To that end, virtual P3s and some enabling technologies will be examined. A comparative analysis of four of these technologies will then be conducted and three existing virtual public-private partnerships will then be studied.

### **A. ENABLING TECHNOLOGIES**

During the last decade, technology has changed the way individuals shop, bank, and spend their leisure time. With nearly 70 percent of American adults using the Internet, technology has revolutionized communication and has made the universe of ideas accessible to anyone with a computer and Internet access.<sup>114</sup> It is safe to say that the private sector, driven by market forces, has exploited technology to its full advantage.

The public sector, however, and in particular the law enforcement community, has for the most part been slow to tap into the power of information technology.<sup>115</sup> Local policing agencies can use existing Internet technology to build information sharing partnerships with the private sector. These partnerships can be used to leverage the eyes and ears of hundreds and potentially thousands of merchants, private security personnel, and community residents as a force multiplier. By sharing the latest crime information and prevention tips, as well as supporting the efforts of community leaders in organizing and developing strong self-sufficient communities, technology can be used to help create places where serious crime cannot thrive.

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<sup>114</sup> Internet World Stats, Using data from Nielsen/NetRatings, Internet World Stats reports that 69.6% of Americans use the Internet.

<sup>115</sup> *Criminal Intelligence Sharing*, 16. This report recognized the need for the law enforcement community to address technology issues, citing that information technology within law enforcement was limited compared to the technology utilized outside policing.

In examining ways that local law enforcement agencies can use the Internet to enhance public safety and homeland security, each of the four (4) technologies discussed will be evaluated according to the following criteria:

- *the ability to reach large numbers of people*, which was chosen because the more people that receive a message, the greater the chances that the community will be impacted;
- *the ability to reach the handheld devices of mobile users in a user friendly way*, which was chosen because the timeliness of information is often a critical factor in determining its value;
- *the ability to archive information*, which was chosen because there is great value in not only being able to receive information, but also in being able to access it when you need it in the future; and
- *the ability to facilitate cross-talk between members*, which was chosen because this factor facilitates the formation of virtual communities of interest and communities of practice, potentially engaging citizens for the purpose of maintaining safer communities.

The capacities provided by these criteria, in and of themselves, will not necessarily enhance public safety or homeland security. However, if quality content is developed and consistently provided to users, and opportunities for cross-talk and collaboration are provided via the Internet-based technologies that will be discussed, they can effectively support the development of an informed and engaged private sector that can help prevent crime and terrorism.

## **1. Email**

With more than 190 million Americans users, email has become an excellent means to communicate with large numbers of people.<sup>116</sup> Recent statistics show that 70 percent of home Internet users, and over 90 percent of work users in the United States

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<sup>116</sup> “How Men and Women Use the Internet,” *Pew Internet & American Life Project* (Washington, DC: December 28, 2005): ii. This report states that 94% of online women and 88% of online men use the Internet; Nielsen/NetRatings reported the number of online users in the United States at 210,575,287 in May 2007 according to Internet World Stats. An estimate of number of Americans who use email was extrapolated assuming an equal number of men and women using the Internet. 91% of 210,080,067 Americans= more than 191 million Americans.

have broadband connections.<sup>117</sup> This large capacity for bandwidth facilitates information sharing by enabling large files to be easily shared as email attachments. Moreover, with the increasing presence of handheld wireless devices, particularly in the business community, email offers an effective way to deliver timely and actionable information.

Using Microsoft Outlook, email distribution systems can easily be set up and maintained utilizing minimal personnel resources. In connecting with the private sector, building a system that sorts users into categories will help to lend increased flexibility in the use of a system. With such a choice of categories, a system administrator can more precisely direct an email to the appropriate recipients. Figure 4 is an example is from the Nassau County Police Department's Security/Police Information Network showing the possibilities that an email-based system can offer a local law enforcement agency.

This ability to segment users by category enhances the ability to get relevant information to specific groups of people without flooding the entire network and effectively drowning out valuable information in a torrent of emails. This, in turn, facilitates getting relevant information back from members — information that could later prove valuable to analysts.

An evaluation of email compared against the four pre-determined criteria shows that:

- Email *meets* the criteria of being able to reach large numbers of people. This is a great strength of this technology as nearly 190 million Americans use email.
- Email *meets* the criteria of reaching the handheld devices of mobile users in a user friendly way. This is another strong point of this technology.
- Email *does not meet* the criteria of being able to archive information. Although attachments to emails will allow for users to receive data, email on its own cannot archive information.

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<sup>117</sup> Mary Madden, "Internet Penetration and Impact," April 2006, *Pew Internet & American Life Project*. Among individuals who use the Internet at home, 70% have a broadband connection; Website Optimization website. According to Nielsen/Net ratings, as of July 2006, 90.32% of U.S. workers were on broadband.



- Email *does not meet* the criteria of facilitating cross-talk between members. Although users have the ability to carbon copy others, email technology, by its very nature, does not offer transparency to users with respect to communication between others in the group.

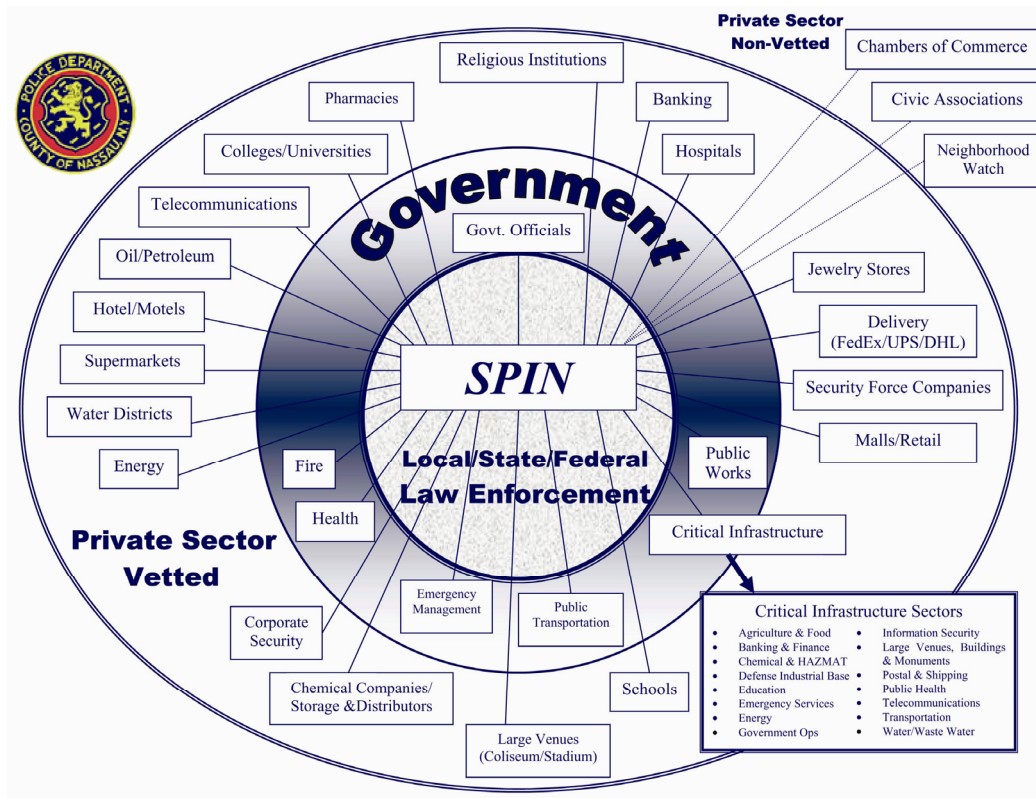


Figure 4. The Nassau County Security/Police Information Network.

## 2. Web-Portals

A web-portal is essentially a site on the worldwide web that is a single point of access to other web-pages or content. Many police departments use web-portals to provide contact information for their department, a message from the chief or sheriff, current news or events, display wanted persons, the latest crime stats, or provide access to crime prevention material.

An advantage of a web-portal is the ability to provide access to volumes of information from a single point. The knowledge gained from this information may help to

give users insight into crime and terrorism that they might not have previously had and enable them to better recognize suspicious persons and circumstances. Reporting suspicious activity first depends on the ability to recognize it. Therefore, if users are engaged and motivated to call police under suspicious circumstances, and can better recognize those circumstances as a result of the content received via the web-portal, a web-portal can serve to enhance law enforcement intelligence by increasing the ability of the police to get more relevant and valuable information from the private sector into the intelligence cycle.

An evaluation of web-portals against the four criteria finds:

- Web-portals *meet* the criteria of being able to reach large numbers of people. Although users must proactively go to the site, it offers virtually unlimited access to large numbers of users.
- Web-portals *meet* the criteria of reaching the handheld devices of mobile users in a user friendly way. Although the small display of a handheld device somewhat limits the ability to discern content, new software developments that involve the use of a touch-sensitive screen allow users to zoom in and out, or slide content in any direction with just the slide of a finger. The iPhone is presently the only handheld device that enables this type of user-friendly web interface, which is likely to facilitate an entirely new level of mobile Internet use.<sup>118</sup>
- Web-portals *meet* the criteria of being able to archive information. This is one of the things that portals do best. A portal can link to any information or documents on the Internet.
- Web-portals *do not meet* the final criteria of facilitating cross-talk between members. However, a portal may link to a forum, which will be the next technology to be discussed.

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<sup>118</sup> iPhone is product of Apple, Inc..

### 3. Web-Forums

Also known as discussion groups or bulletin boards, web-forums are places on the worldwide web where members of a group can post a comment or question, or reply to others' posts. As forums mature and establish themselves, they can develop into virtual communities where those with an interest in a particular topic or subject matter can share their thoughts or gain knowledge.

The large and ever-growing global saturation of Internet access has enabled forums to be developed for almost every hobby imaginable. Thus law enforcement agencies can build forums for members of its own geographically-based communities to enable them to share information with each other while, at the same time, monitor the forum for any useful information.

In time, as the amount of data in a web-forum begins to accumulate, an agency might pursue employing a keyword search engine to enable the mining of potentially valuable data. In addition, with a forum, users have the opportunity to interact and learn from each other. This interaction can generate increasing levels of interest in issues relating to homeland security and public safety.

An examination of web-forums reveals that:

- Web-forums *meet* the criteria of being able to reach large numbers of people. Although users must proactively go to the forum, it can be made accessible to many users.
- Web-forums *meet* the criteria of reaching the handheld devices of mobile users in a user-friendly way. Once again, as was stated in the evaluation on web-portals, the new iPhone interface is likely to usher in a new era of mobile Internet use.
- Web-forums *meet* the criteria of being able to archive information. Members can search past threads.
- Web-forums *meet* the final criteria of facilitating cross-talk between members. This is one of the things that forums do best.

#### 4. Groove

Microsoft Office Groove offers a potentially powerful tool for providing a secure environment for sharing information. Designed to facilitate collaboration, Groove enables a law enforcement agency the ability to invite specific users into a secure virtual workspace. Because of the relative complexity and the practical limits on the number of individuals who could effectively participate in a workspace, this application would be best utilized for private security directors of critical infrastructure within a jurisdiction. Once invited into a workspace, individuals would be able to share information, conduct discussion threads, and collaborate on documents, all with encryption end to end in a secure environment within Groove.<sup>119</sup>

In evaluating Microsoft Office Groove against the four criteria, the following determinations were made:

- Groove *does not meet* the criteria of having the ability to reach large numbers of people. The program is somewhat limited by the nature of its workspace design in its ability to accommodate mass numbers of people.
- Groove *does not meet* the criteria of reaching the handheld devices of mobile users in a user friendly way. At this time, Groove is not supported on handheld devices.
- Groove *meets* the criteria of being able to archive information, allowing for file sharing and archiving within a workspace.
- Groove also *meets* the final criteria of facilitating cross-talk between members. This is one of the things that this virtual office software does best. The transparent system architecture allows users to contribute information to a common workspace where all members of the group can view it and are free to respond.

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<sup>119</sup> Microsoft Groove Product Guide.

## 5. Comparative Analysis of Enabling Technologies

In selecting the best ways to utilize Internet-based strategies to leverage private sector resources for enhancing public safety and homeland security, the four Internet strategies discussed will next be compared against the four predetermined criteria (see Table 1).

<i>Enabling Technology</i>	Ability to Reach Large Numbers of People	Ability to Reach Handheld Devices in a User-Friendly Way	Ability to Archive Information	Facilitates Cross-Talk Between Members
<i>Email</i>	✓	✓	X	X
<i>Web-Portal</i>	✓	✓	✓	X
<i>Web-Forum</i>	✓	✓	✓	✓
<i>Groove</i>	X	X	✓	✓

Table 1. Comparative Analysis of Enabling Technologies.

Despite the fact that all four of the Internet-based technologies discussed can post or send real-time changes to users who can access them via mobile laptop, only email offers a practical way of instantly notifying users of such changes. Relying on the rising proliferation of handheld wireless devices, email stands as an effective strategy in reaching great numbers of people in delivering real-time notifications. In addition, because it is ubiquitous and extremely cost effective, email is an excellent way to deliver messages meant for wide distribution.

Building a system that groups users by category can offer great advantages in the ability to target information to specific users. In addition, if users are grouped geographically, either by precinct or district, an initiative such as the Los Angeles Police

Department's E-Policing, in which a local officer communicates periodically via email with residents from a specific neighborhood, can be initiated.<sup>120</sup>

Email, however, has limitations in its ability to generate cross-talk between members of a group and is not a technology that is particularly suited for archiving information.

Web-portals on the other hand, are ideal for that purpose. They can be accessed via a laptop and the Internet at anytime from anywhere with wired or wireless access, and by a virtually unlimited number of users. A shortcoming of web-portals is that when new information is posted, users will not know it until they access the site. Email, however, may offer a solution. If used to notify users of a fresh posting, email can be effective in prompting users to visit the website to access the new information.

Cost is an important factor for local police departments to consider when deciding on utilizing technology. A web-portal, which can be made accessible by password for security, involves retaining a webmaster who can keep the site updated so that users continually return to the site. Nothing stops traffic more than a site that is obviously outdated and offers little value. Sometimes a police agency's website can be part of a larger government site, in which case the agency can leverage resources from outside the department to maintain the site. Either way, keeping the site new and appearing fresh is of great importance. Therefore, developing a dynamic website is more involved and will require more resources than implementing a strictly email-based system.

As valuable as a feature-rich website can be, it does not facilitate cross-talk between users who access the site. Web-forums, on the other hand, are very good at allowing users to communicate directly to one another. By posting a comment or a question to the group, a user starts what is known as a "thread." Members of the group are then free to continue the thread by commenting, or can begin a new thread.

One example of a local policing application is to develop a web forum for neighborhood watch leaders to share crime prevention practices as well as discuss local

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<sup>120</sup> Los Angeles Police Department website.

crime and disorder problems in their areas. The local police agency could then contribute information or comments as appropriate and can monitor the discussions for important information.

Web-forums are accessed through a web-portal and, therefore, like web-portals, require information technology resources for implementation. In addition, they can also be made accessible by password if an agency would like to create a more “trusted” environment. Although forums offer the ability to vet membership and can limit access by requiring passwords, for higher levels of security, encryption is necessary. In this regard, one of the most promising new technologies is Microsoft Office Groove 2007.

Of the four technologies discussed, Groove offers the most opportunity for collaboration amongst members of the private sector, and between the private sector and law enforcement. Groove enables the secure sharing of information between users and provides a versatile platform for creating a strong virtual community.

As it was discussed earlier, security directors of critical infrastructure could be invited into a Groove workspace. In larger jurisdictions, agencies could segment private security by opening separate workspaces for sectors such as banking, hospitals, colleges and universities, hotels, and even retail department stores. Although the use of Groove would require that each of the private sector entities involved also needs to purchase the software, large private sector entities would likely consider the cost minimal.

Four types of Internet-based technologies that local law enforcement agencies can use to engage the private sector were evaluated: email, web-portals, web-forums, and Microsoft Office Groove. As previously discussed, each has strengths and weaknesses depending on the application. For smaller agencies, an email-based partnership may be all that resources will allow. However, for large agencies in metropolitan areas, there may be a place for each of these technologies in shaping an overall strategy for engaging the various components of the private sector.

## **B. CASE STUDIES**

This thesis will now study three existing virtual public-private partnerships. Two of these VP3s are administered by local police departments in the New York metropolitan area. The third partnership, however, is administered by a private company and will be the first one addressed.

### **1. Citizen Observer**

Citizen Observer is a private sector service that offers local law enforcement agencies a way to leverage the eyes and ears of citizens without the expense of dedicated personnel or investments in information technology. With approximately 300 police agencies from 30 states using this service, Citizen Observer offers a secure, Internet-based community alert tool that allows police to push out information to targeted subscribers.<sup>121</sup>

Notifications can be targeted to subscribers by either proximity to an incident, or by group type. Groups include a choice of 60 different business types and watch-type groups. Law enforcement agencies on the network have used Citizen Observer to broadcast a wide range of alerts including: notifications regarding missing persons and wanted persons, bank robberies, scams, identity theft, National Night Out, and announcements for interest in attending the Citizen's Police Academy. Although agencies using Citizen Observer have primarily taken an "all-crimes" approach thus far, some departments are beginning to expand its use to issues concerning preparedness.<sup>122</sup>

Members of the agency with administrative rights can send out an alert by logging into the Citizen Observer website, entering information into a template form, and then targeting the alert by choosing the desired recipients. Completely Internet-based, law enforcement agencies do not need to purchase software and the training involved for officers to be able to send out alerts is minimal.

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<sup>121</sup> Interview with Terry Halsch, President, Citizen Observer, August 13, 2007.

<sup>122</sup> Ibid.



In addition to sending alerts, Citizen Observer also helps local law enforcement agencies support their local watch groups by enabling an unlimited number of watch groups to have a web presence within Citizen Observer. This helps with both recruitment and in communication with members.

Tip management is the last primary component in Citizen Observer's web-based toolset. Using an encrypted system, tips may be analyzed and managed in ways that facilitate follow-up investigation and disposition, and can send a member of the agency an alert when a tip has been received.<sup>123</sup>

Law enforcement agencies using Citizen Observer have access to aggregated data, such as the number of subscribers in their jurisdiction and their group type, as well as data concerning the number of subscribers that receive a particular message.<sup>124</sup>

Local citizens can go to the Citizen Observer website and subscribe in just minutes. While law enforcement agencies pay a fee for the service based on the number of personnel with administrative rights, it is free to members of the public, who can choose to receive alerts via email or text message. Since Citizen Observer retains and manages all the data, there is no cost to the department for information technology other than to provide a PC and connection to the Internet.

Agencies that presently contract for this service include the Cincinnati Police Department, the Pittsburgh Bureau of Police, Boston Police Department, and the Kentucky State Police.<sup>125</sup> Citizen Observer successes include a bank robbery arrest in which a subscriber recognized a subject as a result of an alert, giving police information that helped lead to an arrest, and several instances in which arrests were made after the local media broadcast a report based on a Citizen Observer alert.<sup>126</sup>

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<sup>123</sup> Interview with Terry Halsch.

<sup>124</sup> Ibid.

<sup>125</sup> Citizen Observer website.

<sup>126</sup> Ibid.

## **2. NYPD Shield**

NYPD Shield is a public-private sector security partnership administered by the Counterterrorism Bureau of the New York City Police Department. It offers private security professionals timely access to threat updates, counterterrorism resources, intelligence and analysis briefs, and other valuable information.<sup>127</sup> With intelligence personnel stationed internationally, as well a robust analytical capacity that rivals that of many federal agencies, the NYPD has become a leader in the area of counterterrorism-based partnerships with the private sector. After large-scale international terrorist attacks, Shield produces superior-quality intelligence and analysis briefs that are made available to its New York-based network of private security professionals. As a result of their timeliness and high quality, these briefs are also being consumed nationally within the local, state, and even federal law enforcement communities.<sup>128</sup>

Within hours of a major incident abroad, Shield makes its intelligence products available via its website. Actionable and filling a need for basic information, these briefs enable the private sector to quickly take steps to protect its assets. The products also make it possible for the more than 500 law enforcement and other governmental Shield members throughout the United States to take appropriate security measures within their respective jurisdictions.<sup>129</sup>

Although Shield evolved from the successful Area Police/Private Security Liaison (APPL) program, which was a pioneering police-private security crime prevention partnership, Shield was created in 2005 with a clear focus on counterterrorism.<sup>130</sup> Some vestiges of the email-based APPL program still remain, as Shield, like its predecessor, sends email notifications of major road closings or delays, suspicious packages, evacuations, local police activity, wanted persons, and aircraft flyovers, as well as

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<sup>127</sup> NYPD Shield website.

<sup>128</sup> Interview with Lieutenant Raymond Martinez, NYPD Shield, New York City Police Department, August 6, 2007.

<sup>129</sup> Ibid.

<sup>130</sup> Ibid.

weekend events occurring throughout the city. Some of these notifications help private companies maintain continuity of business.

Shield's core value to the private security industry, however, lies in its secure, feature-rich, members-only web-portal. Updated daily, the website offers security directors links to an extensive virtual resource library that not only contains archived intelligence briefs and informational products such as CBRN Weekly, but also contains links to a plethora of other valuable source material.

Administered by a lieutenant, two sergeants, and four detectives, NYPD Shield is embedded within the Counterterrorism Bureau and utilizes the resources of the Bureau to support its mission. With nearly 3,000 vetted members coming from the upper echelons of the private security industry, Shield holds counterterrorism conferences approximately five times per year to discuss the latest threats to New York City, and makes training available for security personnel on several security and terrorism-related topics.<sup>131</sup>

Utilizing email and a state-of-the-art web-portal supported by live meetings and training, Shield employs technology to leverage private security as a force multiplier in a city that is one of the primary targets for terrorists. Although it is unlikely that any other local law enforcement agency in the United States can expend the assets necessary to support a partnership on this scale, it is offered here as an example of what can be accomplished by an agency with extraordinary resources and a commitment to information sharing with the private security industry.

### **3. Nassau County Security/Police Information Network**

Launched in 2004, the Security/Police Information Network (SPIN) is a dynamic, multi-dimensional crime prevention partnership between the Nassau County Police Department (NCPD) and the private sector that seeks to increase public safety through the sharing of important and timely information. Dynamic, in that it promotes and encourages two-way communication, and multi-dimensional, in its "all-crimes, all-

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<sup>131</sup> Interview with Lieutenant Raymond Martinez.

threats, all-hazards” approach, SPIN promotes information sharing for the purpose of protecting Nassau County residents and businesses.

Utilizing email as its primary means of communication, SPIN has developed a multi-tiered system that includes approximately 750 vetted private security directors and personnel, approximately 150 local chambers of commerce, neighborhood watch and community leaders, and approximately 300 sworn law enforcement officers from nearly every policing agency operating in or around Nassau County, New York.

On the private security side of the network, members are broken down by category, or sector, such as colleges/universities, hospitals, banking, schools, malls/retail, utilities, and hotels/motels, etc. (see Figure 4 on page 56). Community-based organizations have their own distribution group and are sorted by town as well. This structure gives the system flexibility and allows messages to be tailored to a specific target audience, or to be widely disseminated to all with relative ease.

In time, as SPIN developed and the officers assigned became increasingly networked with other law enforcement and private sector entities, greater amounts of information became available to these officers during the process of collecting and developing content for SPIN. For SPIN’s staff, content management, or determining “who” received “what” information, became an important part of their overall responsibilities. In SPIN’s multi-tiered system, not every member receives every type of message. For example, vetted private security personnel receive information that the unvetted community and neighborhood watch leaders do not.

One unanticipated development regarding the network was the growth of the law enforcement group. As SPIN began to channel information such as wanted posters, crime pattern information, officer safety advisories, and intelligence briefs, to its law enforcement group, the NCPD saw that group grow to over 300 members. This growth was an indicator that there was perceived value in the content, and demonstrated that officers were able to consume more information than they previously had access to.

Having a partnership that deals with “all-hazards” has resulted in other unanticipated benefits. Because of the need to coordinate for the purpose of notifications

over the network, the police department and the Office of Emergency Management have worked together in ways that would not have occurred had it not been for the public-private partnership.<sup>132</sup> This also holds true for the Department of Health and public transportation entities, upon whom SPIN relies for information regarding disruptions in service.

Through SPIN, the NCPD has gained the ability to access individual communities or segments of private security electronically and instantly when there is a need to do so. For example, in preparation for the Republican National Convention, college and university security directors were contacted through SPIN after information was received that protest groups would be assembling at local colleges and then commuting to the convention by rail. Security heads were asked to alert their staff and to report any mass assembly so that adequate preparations could be made at the convention site.

In the past, hospital security directors have been notified via SPIN of wounded or injured subjects on the loose and have been asked to make their emergency room staff aware so they could notify the police should they respond to an emergency room.

In another type of incident involving hospitals, a security director from a local medical center contacted the SPIN office after word of an explosion at a Philadelphia hospital began circulating throughout his facility. SPIN personnel immediately contacted the Philadelphia Police Department and, before rumors suggesting a terrorism-related incident could spread, SPIN was able to ascertain that an accident involving an exploding battery pack had occurred in a Philadelphia hospital and that there was no link to criminality. Within minutes, SPIN was able to advise its group of hospital security directors via email of its findings. This enabled them to quell any rumors so that hospital staff could focus on the business of patient care.

One of the factors that enabled this type of quick turnaround of information was that the hospital security director and the SPIN officer knew each other. SPIN holds quarterly meetings for its security directors at which a timely security-related

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<sup>132</sup> Interview with Detective Sergeant William M. Leahy, Nassau County Police Department Security/Police Information Network, August 6, 2007.

presentation is provided, along with the opportunity for networking before and after the meeting. Meetings have included topics such as Domestic Terrorism, the Republican National Convention, Gang Awareness, Human Trafficking, the National Response Plan, Video Surveillance and Infrastructure Protection.

At one SPIN meeting on “Gang Awareness,” at which security directors were trained in gang symbols, identifiers, writing, and attire, one security director realized that he had warehouse workers who were “flagging” at work.<sup>133</sup> The same security director began to scrutinize new applications after the training and was able to identify gang symbols on job applications. In this case, applicants drew a line through every letter “c.” With this new insight and knowledge, he was better able to protect his company.

In addition to some of the successes previously discussed, SPIN notifications are directly responsible for two separate bank robbery arrests and an arrest for identity theft.<sup>134</sup> SPIN is also responsible for shutting down gasoline larceny scheme that had bilked many of Long Island’s gas retailers for tens of thousands of dollars each.<sup>135</sup>

In this case, after uncovering an unusual scheme to steal gasoline using a key and a code to unlock gas pumps, the Nassau County Police Department used SPIN to query gasoline industry security representatives to determine if local gas stations were suffering any significant losses. After learning that dozens of gas stations were losing thousands of dollars per month in gasoline, with most going unreported, and finding out that many of these same stations were experiencing a problem with their gas pumps going off-line and disconnecting from the station computers, industry leaders quickly realized that this scheme was likely linked directly to these losses.

Utilizing the Long Island Gas Retailers Association, SPIN was able to notify an entire network of gas stations that individuals with master keys and codes to their gas pumps were taking their pumps off-line and stealing thousands of gallons of gasoline. The stations were also advised to secure their pumps by using additional locks. Ironically,

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<sup>133</sup> Interview with Detective Sergeant William M. Leahy.

<sup>134</sup> Ibid.

<sup>135</sup> Farber, “Positive SPIN on Liaisons,” 110.

as one local gas retailer was reading the SPIN email advisory on the scheme, a larceny utilizing that very scheme was in progress at his station.

Another type of success lies in the value that SPIN's products provide to its users. Several times over the past three years, members have contacted SPIN to offer thanks for notifications regarding major road closures. Upon real-time notice of road closures and delays caused by major accidents, companies can reroute trucks and personnel thereby saving time and money. In addition, the Metropolitan Transportation Authority (MTA), which runs Nassau County's buses, was very grateful to receive the schedule of weekend events. This weekly notification, which is disseminated via email every Friday, contains a list of very parade, road closure, fair, concert, or any other major event occurring in the County over the weekend. According to one MTA bus supervisor, receiving the list of parades and subsequent road closures allows for rerouting of buses in advance. Before SPIN, a bus would find out that a road was shut down as he approached an officer, who then rerouted the bus down a side street that, many times, was not able to accommodate the wide turns required by the bus.

A recent survey of SPIN applications revealed another benefit of the network. Acting as a force multiplier, there are approximately 8,500 security personnel connected to SPIN via their security directors.<sup>136</sup> This represents a large force, more than three times the size of the Nassau County Police Department, which can potentially lend their eyes and ears when directed to do so.

In terms of building relationships and a sense of community, SPIN has seen it blossom over the past three years. According to Detective Sergeant William Leahy, who has supervised the SPIN operation since its inception, the weekend events notification, which is disseminated via the network every Friday and ends with the postscript, "Have a Great Weekend," gets quite a number of personal responses back.<sup>137</sup> Though some of the members have never met the two officers assigned to SPIN, they receive messages from them daily and, according to Leahy, "they feel like they know them." In speaking with

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<sup>136</sup> Interview with Detective Sergeant William M. Leahy.

<sup>137</sup> Ibid.

SPIN members, Leahy will sometimes be asked by individuals who have never attended a SPIN meeting to say hello to these officers, naming them by name. This expression of perceived rapport is further evidence that the network is working, and that SPIN is helping to create a virtual community.

An ancillary benefit of SPIN, according to Leahy, has been the “network outside of the network.” There are a combined total of approximately 300,000 employees in all of the organizations of SPIN members, and most of those employees, in turn, have family and friends on their own personal informal networks.<sup>138</sup> Whether SPIN disseminates a crime stoppers flyer, the weekend events, or its annual prom safety tips, there is a great potential for mass consumption.

More than three years from its inception, SPIN's network is still expanding. The self-storage group was recently formed, and planning is underway to meet with the organization of Long Island realtors to give them crime and terrorism prevention tips and to get them on the email network.<sup>139</sup> Since real estate agents come into contact with those looking to buy or rent property, making them aware of what constitutes a suspicious request from a potential client, and then creating a link back to the police should they encounter it, expands the law enforcement intelligence network and reinforces the idea that everyone has a role to play in homeland security.

Recognizing the vast amount of knowledge, expertise, and resources in the private sector, SPIN expanded the scope of its partnership with the formation of a Security Advisory Council. Utilizing the expertise of security professionals and police officers, the council is focused on the establishment of guidelines promoting homeland security, crime prevention and crime reduction techniques, as well as working towards a coordinated response to critical incidents. The Security Advisory Council completed *Digital Video Surveillance Guidelines* that were presented at a SPIN meeting and then posted onto the departmental website.

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<sup>138</sup> Interview with Detective Sergeant William M. Leahy.

<sup>139</sup> Ibid.



As SPIN begins its fourth year of operation, it still faces challenges in its full integration into policing in Nassau County. While some detective squads and personnel realize SPIN's value and have used the network to their advantage, some others have not. Residing in the agency's Community Affairs Unit, SPIN has had to battle the perception within the agency that it is merely a public relations tool. Although the cultural shift that has occurred in the past three years has been significant, in a large agency such as the Nassau County Police Department, change can take time.

From the Department of Homeland Security Daily Open Source Infrastructure Report to the monthly crime prevention series, SPIN promotes homeland security and business continuity, as well as public health and safety. The combination of live meetings and daily email contact has helped to create a network of concerned private citizens who are involved in maintaining public safety in Nassau County.

### **C. SUMMARY**

Technology has been a great enabler for change and has transformed many aspects of modern life. Law enforcement agencies can utilize Internet-based technologies to create partnerships with the private sector, and in doing so, exponentially expand their intelligence networks.

In forming these partnerships, several technologies were discussed and compared: email, web-portals, web forums, and Groove 2007. Each of these technologies has advantages and disadvantages depending upon the application.

Three virtual public-private partnerships were studied with an eye towards leveraging the private sector as a resource to policing: Citizen Observer, NYPD Shield, and the Nassau County Security/Police Information Network. Citizen Observer represents an option for local law enforcement agencies to outsource their partnership.

Both Citizen Observer and SPIN utilize email as the primary means of communicating with members. Although NYPD Shield utilizes email as a means of pushing out information, its main focus and strength is its secure and robust web-portal. Each of these VP3s has a different scope and operates on different scales.

## VI. VIRTUAL COMMUNITIES

With the development of the Internet and its increasing penetration rate in nations throughout the world, has come the widespread creation of online communities.<sup>140</sup> These “virtual” communities, and how they may have relevance within the public safety and homeland security domain, will now be examined.

### A. COMMUNITIES OF INTEREST, COMMUNITIES OF PRACTICE

In forming a virtual public-private partnership that utilizes a web forum or other means that can enable users to cross-communicate, a law enforcement agency may facilitate the formation of a virtual community. The Internet serves as home to a plethora of these virtual communities, where people with common interests gather for online discussion or just view the discussion of others. These communities of interest exist for almost every hobby or interest imaginable and, in some cases, they can develop into communities of practice.

The concept of communities of practice was first introduced in 1991 by social anthropologist Jean Lave and educational theorist and practitioner Etienne Wenger. It was in 2002, however, with the publishing of *Cultivating Communities of Practice*, that Wenger, along with organizational expert Richard M. McDermott and practitioner William M. Snyder, developed the concept into a substantive work.<sup>141</sup> Communities of practice, according to Wenger, McDermott, and Snyder are “groups of people who share a concern, a set of problems, or a passion about a topic, and who deepen their knowledge and expertise in this area by interacting on an ongoing basis.”<sup>142</sup> By identifying the value that communities of practice have in leveraging knowledge, and by providing a systematic view of how to develop, manage, or otherwise cultivate these communities,

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<sup>140</sup> Internet World Stats. World Internet Usage chart shows significant internet usage on every continent.

<sup>141</sup> Jean Lave and Etienne Wenger, *Situated learning: Legitimate peripheral participation* (Cambridge: Cambridge University Press, 1991): 29.

<sup>142</sup> Etienne Wenger, Richard McDermott and William M. Snyder, *Cultivating Communities of Practice* (Boston: Harvard Business School Press, 2002): 4.

Wenger, McDermott, and Snyder offered valuable insight into how organizations can use them to manage knowledge. They did this by demonstrating how communities of practice have been leveraged in organizations such as Daimler Chrysler, Shell Oil, and the World Bank to improve operations, generate new business opportunities, and transfer best practices throughout the organization.

Both communities of interest and communities of practice may be facilitated by law enforcement agencies to promote networking within their neighborhood watch or private security communities. By creating an online place where those with an interest in safe neighborhoods can visit and be part of a virtual community, a local police agency can facilitate the networking of community members for the common goal of community safety.

## **B. SOCIAL CAPITAL**

The growing phenomenon of virtual communities has sparked research into how these online communities relate to the concept of social capital. Robert D. Putnam, a Harvard professor and political scientist, describes social capital as “connections among individuals, and social networks and the norms of reciprocity and trustworthiness that arise from them.”<sup>143</sup> Putnam is the most prominent among social scientists who view social capital, not as an individual asset, but in the context of communities or social organizations within communities. In his 2000 book, *Bowling Alone: The Collapse and Revival of American Community*, Putnam examines state-level homicide rates. He uses the rates as an indicator of violent crime, and compares them to each state’s level of social capital. In doing so, Putnam demonstrates a nearly perfect inverse correlation between social capital and violent crime. Even after taking into account factors such as wealth and education, Putnam still found a positive relationship between social capital and safe streets.<sup>144</sup>

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<sup>143</sup> Robert D. Putnam, *Bowling Alone: The Collapse and Revival of American Community* (New York: Simon & Schuster, 2000): 19.

<sup>144</sup> *Ibid.*, 308.

Narrowing the scope of study, Susan Saegert, Gary Winkel, and Charles Swartz, in “Social Capital and Crime in New York City’s Low Income Housing,” examine the relationship between social capital and crime in individual housing complexes in New York City. They found that “even after controlling for neighborhood crime levels... residents living in buildings with high levels of basic tenant participation experienced very little crime.”<sup>145</sup> In this study by Saegert et al., a high level of tenant participation, wherein residents take an active role in improving the quality of life in their building, infers a high level of social capital.

It appears that on both the micro- and macro- levels, there exists a strong positive correlation between social capital and low crime. This begs the question: If a local police department can facilitate the formation of a virtual community, could there be way to increase social capital, increase community participation and civic engagement, and as a result, decrease the rate of violent crime?

In related research, Anita Blanchard and Tom Horan, in “Virtual Communities and Social Capital,” examine whether emerging virtual communities can counteract a perceived trend of declining social capital. Their findings indicate that virtual communities tend to increase trust and norms of reciprocity, and that the effect on social capital will be even stronger when the virtual network overlaps with the face-to-face network, as is the case in a “physically-based virtual community,” or a virtual community that exists within a defined geographic area. In addition, Blanchard and Horan also indicate that social capital should increase when opportunities for civic engagement are facilitated in physically-based virtual communities.<sup>146</sup> If this theory holds true, local police departments, which operate in geographically defined areas, could potentially realize the benefits of overlapping virtual and face-to-face networks by hosting meetings for members of the virtual network, and by providing an opportunity for civic engagement.

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<sup>145</sup> Susan Saegert, Gary Winkel, and Charles Swartz, “Social Capital and Crime in New York City’s Low Income Housing,” *Housing Policy Debate* 13, no. 1 (2002): 218.

<sup>146</sup> Anita Blanchard and Tom Horan, “Virtual Communities and Social Capital,” *Social Science Computer Review* 16, no. 3 (Fall 1998): 293.

If local police departments sufficiently support virtual communities of neighborhood watch leaders — and help them to develop by sharing information, crime prevention materials and other resources — the evidence suggests that the end result will be safer communities.

In New York State during the past several years, neighborhood watch programs have been recognized by the Office of the Attorney General for helping to make their communities safer.<sup>147</sup> By dealing with “quality of life” crimes, and disorder problems such as drug dealing and public drinking, it has been demonstrated that more serious types of offenses, such as violent crime, can be reduced. This has also been commonly referred to as the “broken-windows” theory, which has become a basic tenet of modern policing since being introduced by James Q. Wilson and George L. Kelling in 1982.<sup>148</sup>

More recently, in *Policing Terrorism*, George L. Kelling and William J. Bratton apply the broken-windows theory specifically to counterterrorist policing:

Application of broken-windows theory in counterterrorist policing has two components: the first is creating a hostile environment for terrorists; the second is recognizing that terrorism’s equivalents to subway fare beating are illegal border crossings, forged documents, and other relatively minor precursor crimes that terrorists often commit to fund the operations to prepare their attacks.<sup>149</sup>

Through efficient ILP practices, law enforcement agencies will not only be able to create an environment that makes it more difficult for terrorists to operate, but will also be able to recognize such crimes that may be precursors to terrorist attacks. As a result, police decision making will be influenced and policing resources will be focused on preventing the attack. This is the essence of intelligence-led policing.

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<sup>147</sup> Office of NYS Attorney General, *2003 Neighborhood Watch Awards for Excellence*.

<sup>148</sup> James Q. Wilson and George L. Kelling, “Broken Windows,” *Atlantic Monthly* 249, no. 3 (March 1982): 29-38.

<sup>149</sup> George L. Kelling and William J. Bratton, “Policing Terrorism,” *Civic Bulletin*, no. 43 (Center for Civic Innovation at the Manhattan Institute, 2006), 3.

### **C. CIVIC ENGAGEMENT**

In creating virtual P3s and virtual communities, local law enforcement agencies have the opportunity to engage citizens and recruit their efforts in providing for community safety and the public good. In their research entitled, “Strengthening Effective Government-Citizen Connections through Greater Civic Engagement,” John J. Kirlin and Mary K. Kirlin point out that, although there was a rise in patriotism following the September 11th attacks, civic behaviors changed little. They theorize that there are three factors that contribute to increased civic engagement, none of which were addressed following the attacks.<sup>150</sup> Kirlin and Kirlin identified these factors as motivation, skills, and network connections.

Accordingly, if the United States were to see a rise of patriotism in the wake of another terrorist attack, and 1) law enforcement had sufficiently networked the private sector by facilitating cross-communication between community members, 2) law enforcement used the network to disseminate important information to community members, keeping them informed and letting them know how they could be helpful to the police and their community, and 3) provided motivation, including giving feedback of successes that resulted from community involvement, then an opportunity exists for policing agencies to turn patriotism into civic engagement.

### **D. SUMMARY**

The literature on virtual communities, as well as social capital and its relation to violent crime, shows much promise and relevance for law enforcement VP3 application. The benefits of an engaged virtual community of interest, or perhaps even a community of practice, extend beyond just improving law enforcement intelligence capacity, but also include the potential for mobilizing the private sector into volunteer efforts that can benefit law enforcement, as well as the community-at-large.

The integration of these theories, concepts, and practices into a policing model based on intelligence-led policing will now be examined.

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<sup>150</sup> John J. Kirlin and Mary K. Kirlin, “Strengthening Effective Government-Citizen Connections through Greater Civic Engagement,” *Public Administration Review* (September 2002): 80.

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## **VII. VP3-ENHANCED INTELLIGENCE-LED POLICING: A NEW MODEL**

The important role that data collection plays in intelligence-led policing has been examined in this thesis. The collection of data, as was discussed earlier, “relies on a range of information sources both within and external to the police service.”<sup>151</sup> The private sector, by its sheer size and the fact that most criminal offenses occur out of the presence of law enforcement, is perhaps the prime potential source for collecting information. By utilizing technology to enable virtual public-private partnerships, law enforcement agencies can exponentially expand their intelligence networks into the private sector and dramatically increase the potential for data collection.

In facilitating these partnerships, several technological options have been examined, as well as three existing VP3s. This chapter will study how local law enforcement agencies can integrate virtual public-private partnerships and enhance intelligence-led policing in a way that will result in: 1) a more informed and engaged private sector that can assist in preventing crime and terrorism; 2) more relevant and valuable information flowing from the private sector into the intelligence cycle; and 3) better intelligence driving better decision making.

### **A. “ALL-CRIMES, ALL-THREATS, ALL-HAZARDS”**

In developing a VP3, an “all-crimes, all-threats, all-hazards” approach offers the most value and utility to both users and the law enforcement agencies involved. Although the needs of jurisdictions may vary, and while the threat of terrorism may be greater in one jurisdiction and the threat of natural disaster greater in another, to some extent law enforcement agencies everywhere must deal with all three of these domains.

For users, an “all-crimes, all-threats, all-hazards” VP3 becomes a place for one-stop shopping for a variety of information needs. From counterterrorism, emergency preparedness, and business continuity, to crime prevention and public health and safety,

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<sup>151</sup> Ratcliffe, “Intelligence-Led Policing,” 3.



the VP3 can alert, educate and engage its members to be actively involved in preparing and protecting themselves, their families, and their communities or organizations against a variety of potential incidents or threats. In addition, VP3 partners become a force multiplier as they lend their informed eyes and ears to the national effort to maintain hometown security.

For law enforcement, there are several reasons why a broad approach to information-sharing is beneficial. First, with the ILP objective of expanding the intelligence network for the purpose of increasing the potential for collection, an “all-crimes, all-threats, all-hazards” VP3 offers a wider range of potential consumers.

Second, attempting to separate crime from terrorism is counterproductive. At its most fundamental level, “crime prevention is terrorism prevention.”<sup>152</sup> In fact, many of the same activities that help to prevent crime also help to prevent terrorism. For example, the ability to identify individuals involved in preoperational surveillance, whether for a robbery or an attack on critical infrastructure, involves essentially the same skill set. In addition, even something as seemingly benign as the illegal sale of cigarettes may be funding terrorism.<sup>153</sup> By recognizing individuals or circumstances that are suspicious or out of the ordinary, an aware community can help prevent crime, including terrorist attacks.

And lastly, an “all-hazards” approach facilitates intergovernmental partnerships as a law enforcement agency will likely need to partner with other government agencies and departments in order to gather information for its partners. For instance, the police department or sheriff’s office may partner with the health department for public health-related information, or the local office of emergency management, which monitors weather and issues advisories. In some metropolitan areas, the transportation department may be the best source for information regarding planned roadwork or unanticipated traffic delays that can affect business continuity. The networking necessary to facilitate

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<sup>152</sup> Sheriff Larry Campbell, Leon County, Florida, as quoted in “Crime Prevention Can Spur and Support Homeland Security in Neighborhoods and Communities,” *Topics in Crime Prevention*, National Crime Prevention Council, Winter 2003, 1.

<sup>153</sup> Sari Horowitz, “Cigarette Smuggling Linked to Terrorism,” *Washington Post*, June 8, 2004.

the exchange of information between governmental agencies can assist in the overall coordination of effort between these same agencies during exercises, or in the face of a real emergency or catastrophic event.

## **B. STARTING WITH A PRIVATE SECURITY PARTNERSHIP**

With the pressing homeland security need to protect critical infrastructure, and with most critical infrastructure under private control, private security is a good place for a law enforcement agency to begin building a partnership. With private security comprising nearly three-quarters of the protective workforce, a police-private security partnership can provide a solid platform from which the scope of the P3 can be expanded at a later point.<sup>154</sup>

Before beginning, getting input into the needs of prospective partners can help set the tone for a successful partnership. To do this, a liaison should consider reaching out to local security directors and organizing a meeting to discuss the idea of a partnership before it is launched. The purpose of assembling this group is more than just getting their “buy-in.” It is also to learn precisely what a group of knowledgeable and experienced security professionals would like from a partnership. In addition, assembling a meeting of prospective partners can also confer in them a sense of overall responsibility for the system that is eventually created.<sup>155</sup> Research has shown this to be the “most important antecedent of user involvement and attitude toward the system.”<sup>156</sup>

In many places, the local chapter of ASIS International can serve as a great umbrella organization and as obliging partners in helping to organize this type of meeting. This strategy was utilized with great success in starting Nassau County SPIN as it established from the beginning that the new initiative was going to be a partnership, and that the views of private sector partners were important.

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<sup>154</sup> Cunningham, “U.S. Private Security Trends,” 4.

<sup>155</sup> Jon Hartwick and Henri Barki, “Explaining the Role of User Participation in Information System Use,” *Management Science* 40, no. 4, April 1994, 457.

<sup>156</sup> Ibid.

To facilitate the sharing of information that may be labeled *For Official Use Only* (FOUO), or other sensitive information, an agency should consider vetting its private security directors through an application process. This process will help to create a more trusted environment within the group and, in addition to receiving basic pedigree information, provides the law enforcement agency with an opportunity to obtain details about the responsibilities of the applicant, as well as the number of security and non-security personnel in the company.<sup>157</sup> This information will give the agency better insight into the potential leverage offered by the applicant. In addition, if the agency administers a secure web-portal, a process for establishing a user name and password must be developed.

After a law enforcement agency establishes the technological infrastructure and personnel to support the police-private security VP3, the partnership can later be expanded to include neighborhood watch leaders, chambers of commerce, and other community-based organizations. Since an agency will likely share only information meant for wide distribution with these community-based organizations and leaders, a process for vetting members of these groups may not be necessary. Either way, however, an application process will enable the agency to know who is on their network.

### **C. THE APPLICATION OF INTERNET-BASED TECHNOLOGIES**

In Chapter V, four types of Internet-based technologies that could enable a VP3 were reviewed: email, web-portals, web-forums, and Groove. In large law enforcement agencies, there may be a place for each of these technologies. For smaller agencies, however, leaders may not be able to provide the resources needed for every aspect of implementation, although they can still attempt to apply some of these concepts and principles on a smaller scale with the resources that are available.

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<sup>157</sup> SPIN Application, Nassau County Police Department website.

## **1. Email**

Email is an inexpensive and timely way to reach large numbers of people via a PC or handheld device. The case studies on Citizen Observer, NYPD Shield, and Nassau County SPIN showed that email has a place in all three of these partnerships. Of the three, however, SPIN uses email most extensively as it has adopted an “all-crimes, all-threats, all-hazards” approach and sends out a broad range of messages that target specific segments of its membership.

In setting up a system, an agency can utilize Microsoft Outlook and its “categories” feature to sort its users. Outlook is familiar to most and easy to use. NYPD Shield, however, maintains a master Microsoft Access database that contains member information and exports email addresses into Outlook.<sup>158</sup> Access provides maximum flexibility and utility as the data can be sorted by any field and can be used in a variety of other ways, from sending out personalized letters to developing lists by business type. Anticipating future needs is important in designing the application in order to ensure that the information captured on the form fills those needs.

Some of the types of email messages that may be sent by a VP3 include: robbery notifications, wanted and missing persons notifications, crime stoppers flyers, crime prevention information, homeland security and terrorism-related information, public health related messages, weather alerts, emergency preparedness information, major road closings and delays, disruptions in public transportation, evacuation drills, and weekend events.

In a VP3, email is a vital component because it can serve as both a means to deliver content, or as in the case of NYPD Shield, as a means to notify the user that fresh information is available for viewing on a web-portal. It also provides a direct link back to the agency for each user, bringing the law enforcement agency a little closer to each of its private sector partners.

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<sup>158</sup> Interview with Lieutenant Raymond Martinez.

## **2. A Web-Portal**

As more and more people rely on the web for information, a web-portal becomes increasingly important for a local law enforcement agency. Web-portals, it was learned in Chapter V, can provide virtually unlimited access to large numbers of users. Reports and notifications can be archived and links to other agencies and resources can make volumes of information easily accessible.

Keeping the site fresh with regularly updated information that offers value to users is vital to keeping users coming back on a regular basis. In addition, more sophisticated sites are offering content in the form of podcasts or enabling users to sign up for RSS feeds. Such uses of technology typically engage a younger, more technologically savvy demographic.

In developing a web-portal, an agency can maintain a public side while creating a members' only section for private security. The public side of the website can be used to post crime-related news, emergency preparedness and public health materials, and other information appropriate for general viewing and consumption. The public side of the web-portal should also include a neighborhood watch section with basic crime and terrorism prevention information, giving citizens a sense of their responsibility when it comes to prevention. The New York State Metropolitan Transportation Authority's "If You See Something, Say Something" campaign is an example of this type of information.<sup>159</sup>

A web-portal is also a place where the agency can communicate with residents on local issues and problems. The Los Angeles Police Department (LAPD) maintains an outstanding website that allows residents to sign up for e-policing notifications and makes detailed local crime information available for each patrol car area. Local officers routinely write and post a column on the LAPD website, keeping residents informed of the latest crime and disorder problems.

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<sup>159</sup> New York State MTA, "If You See Something, Say Something" Campaign.

Maintaining a secure side of the site, a law enforcement agency can give private security professionals access to more detailed information relating to terrorism and homeland security. The opportunity exists here for archiving DHS Daily Open Source Infrastructure Reports and other important information such as intelligence products from NYPD Shield. The secure, members' only NYPD Shield website provides an excellent example of the type of features that can be built into a web-portal tailored for private security professionals.<sup>160</sup>

The amount of resources a department is able to put into its website can vary considerably. However, agency heads should realize that investing in a robust website may well be cost-effective if it engages and informs citizens and gives them the information they need to keep themselves and their communities safe.

### **3. Web-Forums**

Web-forums have the potential to become virtual communities where people gather online to participate in a community of interest. In some cases, a community of interest may even become a community of practice where people deepen their knowledge and expertise in an area and further the practice by interacting on an ongoing basis. The last chapter reviewed findings that suggested that virtual communities tend to increase social capital, and that higher levels of social capital correlate with lower rates of violent crime and safer communities.<sup>161</sup>

Web-forums, which can be made accessible through an agency's web-portal, can be open to the public or limited to a certain group of members. For neighborhood watch leaders, agencies should consider making a forum accessible to the general public, as it will allow it to grow by giving those with an interest in crime prevention an opportunity

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<sup>160</sup> NYPD Shield Website.

<sup>161</sup> Blanchard et al., "Virtual Communities and Social Capital," 293; Putnam, *Bowling Alone: The Collapse and Revival of American Community*, 308; Saegert et al., "Social Capital and Crime in New York City's Low Income Housing," 218.

to either join in the discussions or just stand on the sidelines and observe. In such an instance, even though a person may never contribute to the forum, they can still benefit from the information gained.

For private security, vetting and limiting access to the forum is very important in creating a trusted environment in which members will share information. In addition, if there is sufficient scale, an agency might consider separate forums for retail security, banking security, and perhaps a general security forum.

In most areas, the store security personnel working for different corporations have no contact with each other, which works to the advantage of offenders. A forum for retail security, in particular, presents an opportunity for law enforcement agencies to connect the security personnel from various stores throughout their jurisdiction to share general information regarding larceny trends, as well as specific information pertaining to shoplifters.

Whether it is for neighborhood watch or retail store security, a web-forum facilitated by a law enforcement agency for private sector partners can potentially develop into a community of practice, which can enhance public safety and compound the agency's return on investment of resources and personnel for the VP3.

#### **4. Groove**

For the security directors of the most critical of infrastructures, a law enforcement agency may consider using Microsoft Groove. As discussed in Chapter V, Groove's strength lies in its potential to foster collaboration by providing a secure workspace in which a limited number of people can share information or work on a joint document or project. An agency can use a Groove workspace to share *For Official Use Only* or otherwise sensitive information with its most important security directors, and do so in a trusted environment.

The Illinois State Police has adopted Groove for use agency-wide and have several uses for the collaboration-enabling software.<sup>162</sup> Groove workspaces are created for managing emergencies and assist in the coordination of effort as it synchronizes users and updates the workspace automatically. In addition, the Illinois State Police uses Groove for criminal investigations to enable investigators in different locations out in the field to better coordinate by having the latest facts on a case.<sup>163</sup>

Like a forum, a workspace also holds the potential for spawning a community of practice. Collaborative software, such as Groove, holds great promise for widespread business use as the synergistic fruits of innovation and more efficient and effective practices gained through collaboration represent the competitive advantage for companies in the future. This, in turn, will drive more widespread use in government and law enforcement.

#### **D. THE VP3 AND THE INTELLIGENCE FUNCTION**

Leaders planning to implement a VP3 will need to decide where in the organization to house the partnership. To the extent possible within the logistical constraints of the department, agency heads should approach public-private information sharing with the mindset that a VP3 should be closely tied to the centralized intelligence function, have real-time access to information regarding the agency's operations, and that conceptually, data sharing with the private sector should be just an extension of the internal system used to move information within the agency. In larger departments, that may mean that the VP3 should be made part of an intelligence center, where data and crime analysis occurs.

Embedding a VP3 within the centralized intelligence function has many advantages. With information and intelligence readily accessible, both the quality and timeliness of network content will be enhanced. This type of functional consolidation within an intelligence center will streamline the flow of information and dramatically

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<sup>162</sup> Interview with Inspector Kevin D. Eack, Senior Terrorism Advisor, Illinois State Police, August 22, 2007.

<sup>163</sup> Ibid.



enhance the value that the VP3 offers to private sector consumers. Enhanced value to consumers is likely to result in a more informed and engaged private sector, which is then better able to prevent crime and terrorism.

Intelligence analysis lies at the core of intelligence-led policing, and, as a result, analysts play a critical role in influencing the direction and deployment of police resources. In terms of the 3i Model discussed earlier, analysts do this by *interpreting* the environment and creating intelligence products that can *influence* decision makers. These decision makers, having been influenced by intelligence, can then *impact* the environment.

Through this research, which included the study of three existing VP3s, it has been argued that decision makers can also consist of members of the private sector. By keeping the private sector informed and engaged, the criminal environment can be impacted. This is not only anecdotally supported by the community policing experiences of many communities, but is also supported by the limited, but nonetheless empirical evidence gained from the successes of existing virtual public-private partnerships.

Although limited in scope, these successes, which include the arrests of several wanted subjects as well as the discovery and cessation of a major larceny scheme, demonstrate that great potential exists in utilizing technology in such a way. In every one of these successes, the intelligence network provided by the VP3 was utilized pursuant to an identified intelligence need.

In order for a virtual public-private partnership to be effective, it is vital that the analyst understand his/her responsibility to provide informational products to a variety of consumers, including those in the private sector. This broad responsibility is consistent with the DNI's directive at the federal level to move the intelligence community from a "need to know" to a "responsibility to provide" collaborative environment with respect to the private sector.<sup>164</sup> In addition, in terms of the 3i Model, each of these consumers may be a prospective decision maker that can potentially impact the environment.

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<sup>164</sup> Michael McConnell, "United States Intelligence Community 100 Day Plan for Integration and Collaboration," 9.

Instilling a culture that will support information sharing within the agency and with the private sector will be a major factor in determining the success of any partnership. In describing the importance of addressing cultural concerns, David Carter writes:

One of the greatest weaknesses in the organizational culture of intelligence units is the unwillingness to share information. Police leadership must ensure that intelligence is proactively shared with the people who need the information, both inside the organization and with external agencies. Too many times, intelligence units act as a sponge, absorbing information from diverse sources, but are reluctant to share what they have gathered and learned. This gate-keeping practice is dysfunctional, wastes resources, and contributes to the reluctance of field personnel to submit information.<sup>165</sup>

Establishing information sharing policy and guidelines which hold members responsible for delivering information and intelligence products to those who need it, can assist in addressing this problem and can help shape the culture of a new VP3. Policy of this type should attempt to balance the need to protect information — that, if released, could jeopardize officer safety or an ongoing investigation — with the need to “provide the right information to the right people at the right time.”<sup>166</sup>

In addition, policy should direct practices which ensure information assurance and security, as well as compliance with Title 28, Code of Federal Regulations Part 23, concerning the retention of information or intelligence data.<sup>167</sup>

In Chapter II, it was noted that intelligence, to be effective, must serve the needs of its consumers. Therefore, in order to deliver quality intelligence products to both law enforcement and private sector consumers, analysts should think in terms of several tiers of users, each with different needs. For instance, an analyst may create one version of an

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<sup>165</sup> Carter, *Law Enforcement Intelligence: Guide for State, Local, and Tribal Law Enforcement Agencies*, 62.

<sup>166</sup> Robert S. Mueller III, Director, Federal Bureau of Investigation, Address to U.S. Chamber of Commerce, Washington, DC, January 19, 2006, *Vital Speeches of the Day* (New York: February 15, 2006) Vol. 72, Iss. 9: 258.

<sup>167</sup> Title 28 Code of Federal Regulations (CFR) Part 23, *Criminal Intelligence Systems Operating Policies*.

intelligence product for law enforcement policy makers, another for general law enforcement, one for private security, and a last version for release to community leaders and the general public.

Although sanitizing products for private sector consumption may sometimes be necessary, it is important to note that many products may be developed exclusively from open source materials. Some, in fact, suggest that as much as 90 percent of the information available to analysts today is from open sources.<sup>168</sup>

The relatively recent explosion in the growth of the Internet and the development of high-powered search engines has enabled extraordinary capacity for information collection in the open source domain. The potential value of open source intelligence (OSINT) is increasingly being recognized within the intelligence community. Among the proponents for increasing the exploitation of open sources is Charles E. Allen, Assistant Secretary for Intelligence and Analysis for the U.S. Department of Homeland Security and 49-year veteran of the IC. Allen seeks to enhance OSINT capacity at DHS through a proposed Domestic Open Source Intelligence Enterprise.<sup>169</sup> As OSINT is increasingly used in intelligence, the mystique and culture of secrecy that enshrouds the IC — and which so many in the community still feed on — will, perhaps, be slowly degraded. As this occurs, local law enforcement intelligence analysts may be more likely to accept their role in serving a broader consumer base — one that includes private sector customers. Consequently, in the long term, greater exploitation of open sources will likely have a positive impact on public-private information sharing.

In terms of data collection and intelligence-led policing, it is critical for analysts to understand the extent and the nature of the “expanded” intelligence network provided by a virtual public-private partnership. Although a VP3 can dramatically enhance an agency’s capacity to collect information, rather than expending resources collecting

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<sup>168</sup> Statement by Lieutenant General Sam Wilson, USA Ret. former Director, Defense Intelligence Agency, reported by David Reed, “Aspiring to Spying,” *The Washington Times*, November 14, 1997, Regional News, 1. “Ninety percent of intelligence comes from open sources. The other 10 percent, the clandestine work, is just the most dramatic. The real intelligence hero is Sherlock Holmes, not James Bond.”

<sup>169</sup> Testimony of Charles E. Allen.

massive amounts of information in the hope of discovering the hidden “pearls” that lie within, whenever possible, the information collection process should be focused and driven by specific information needs.<sup>170</sup>

As analysis identifies intelligence requirements, the VP3 network becomes a means by which law enforcement can access specific segments of the private sector and target collection efforts. Therefore, to realize the potential of a VP3 for enhancing intelligence-led policing, there must be a direct link between identifying intelligence needs and utilizing the VP3’s network to fill those needs.

A system that can target data collection towards specific segments of the private sector can potentially yield more relevant, hence valuable, information flowing from the private sector into the intelligence cycle. This information, which would not have been available had it not been for the VP3, then feeds into the intelligence cycle, ultimately resulting in better intelligence products. Better intelligence can enable better decisions by consumers of that intelligence, who can then better impact problems in the environment.

Consequently, the potential for the intelligence network to be able to satisfy intelligence requirements increases as more segments of the private sector become part of the network. In other words, the greater the size and broader the scope of the VP3, the greater the potential for filling intelligence needs.

While the ability to target collection is extremely valuable, analysts should not lose sight of the fact that, in terms of dissemination, a VP3’s network can potentially reach large numbers of people very quickly. There may be many times when mass dissemination of information is highly desirable in getting the public’s assistance in identifying a subject or in solving a crime. In these cases, encouraging wide distribution from network members can engage the “network outside the network” consisting of family and friends.<sup>171</sup> If information is managed effectively, the result can be an extraordinary and unprecedented capacity to disseminate information.

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<sup>170</sup> Carter, *Law Enforcement Intelligence: Guide for State, Local, and Tribal Law Enforcement Agencies*, 148.

<sup>171</sup> Interview with Detective Sergeant William M. Leahy.

## **E. INFORMATION MANAGEMENT**

While technology may provide the means by which information is communicated to private sector partners, information management deals with the substance. Managing the content to users is one of the most critical, as well as one of the most difficult responsibilities in any virtual public-private partnership. To be effective in providing information that has value to users, it is vital that a VP3 determine, to the extent possible, the information needs of every category of its membership.

The VP3 staff, as part of the agency's intelligence function, must coordinate with the agency's crime prevention unit, as well as with other governmental agencies such as health, fire and transportation in order to craft informational product appropriate for users. Figure 5 shows a VP3 embedded within an Intelligence/Operations Center receiving information from a variety of sources, and then subsequently managing that information and delivering it to the private sector.

In terms of an email system, decisions need to be made daily about the type and amount of content that will be sent to each of the many categories of users. Discipline and discretion, in terms of limiting the volume of email to users, must be exercised in order to keep them from disengaging from the network. Those administering the VP3 will want to avoid the possibility of important messages getting lost in the white noise of a flurry of email notifications. This is especially a problem in today's email-laden business environment. Therefore, the more options an agency can give to users to decide what types of messages they would like to receive, the more effective the network can be in its communication. This will help to provide the right balance between too much and too little of the "right" information.

In this regard, a web-portal can be of great use. A site can host volumes of information that is available to users at their discretion. For important information, an email could be sent to notify members when important information is posted. In developing a web-portal, to the extent possible, agencies would be well-served in emulating elements found on the webpages of larger agencies such as the NYPD and LAPD.

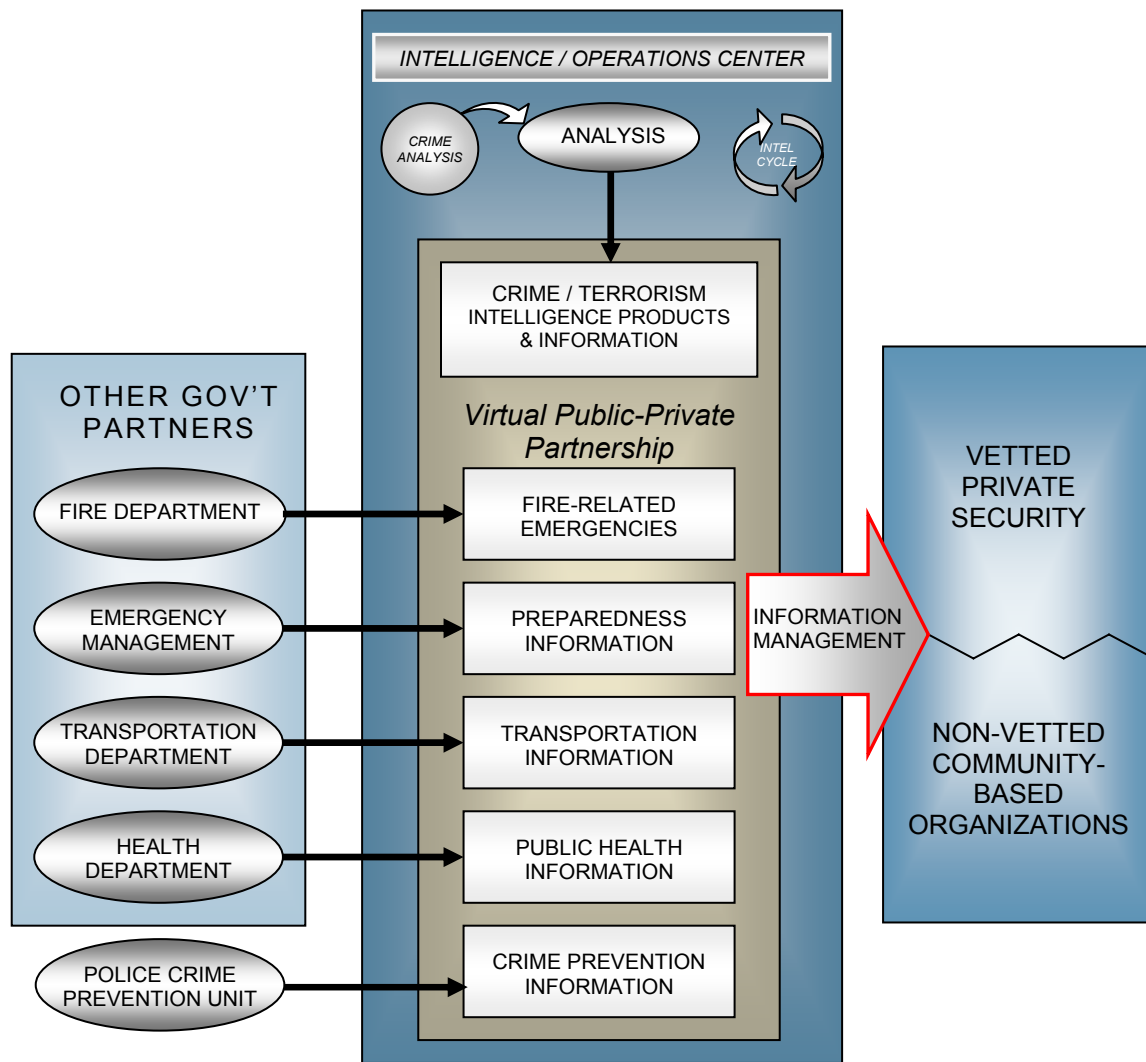


Figure 5. VP3 Information Management.

If agencies elect to implement forums or Groove workspaces, they should be monitored daily. The nature of the conversations, or threads, between members could indicate a need for information on the part of the private sector, which could prompt the development of informational product. In addition, as was discussed earlier, as the amount of data in a forum increases over time, the agency might pursue employing a keyword search engine to enable the mining of potentially valuable information.

In terms of network content, informing and educating partners will better enable them to recognize suspicious activities and precursors to crime and terrorism. For

example, a “large number of males using a rented apartment irregularly,” or unusual chemical odors emanating from a house or apartment, are types of suspicious activities or behavior that should be reported to law enforcement.<sup>172</sup> In addition, precursor crimes to terrorism can range from selling counterfeit cigarettes, CDs, DVDs, and handbags, to credit card theft, money laundering, and cyberfraud.<sup>173</sup> Including information such as this in VP3 training material can help to demonstrate to members the breadth of criminal activities that may be involved in funding terrorism. It can also help reinforce the important role that the private sector plays in keeping our hometowns safe.

Having recognized the importance of being closely linked to the intelligence function, the value that timely crime data offers the VP3 must also be recognized. Statistics such as the latest crime trends and patterns can be particularly useful to chambers of commerce and neighborhood watch groups. For those agencies that have implemented a COMPSTAT model, the very timely and accurate crime data that results from that process can be valuable to private sector partners as agencies can involve them in the problem-solving process.

Moreover, the opportunity exists here to tailor crime prevention information to meet the specific need. Distributing or otherwise making these materials available to the network will enable communities to better protect themselves. This type of proactive approach to crime prevention not only enhances the effectiveness of the partnership, but can also yield positive results in reducing overall crime.

Keeping community and neighborhood watch leaders informed also facilitates community organization and participation. The content shared through the network gives these local leaders a purpose and direction to meet or otherwise form their own networks at the neighborhood level. In terms of public safety, this kind of leverage can significantly compound the law enforcement agency’s return on investment.

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<sup>172</sup> George L. Kelling, William J. Bratton, “Policing Terrorism,” *Civic Bulletin*, no. 43, Center for Civic Innovation at the Manhattan Institute, 2006, 4.

<sup>173</sup> Sari Horwitz, “Cigarette Smuggling Linked to Terrorism,” *Washington Post*, June 8, 2004; Troy Anderson, “Drug Sales, Counterfeiting Funding Terrorism,” *LA Daily News*, August 19, 2007; Jon Swartz, *USA Today*, February 20, 2005.

## F. NETWORKING

In addition to managing the technology and the content involved in administering a VP3, another important component of the partnership involves networking. In his Naval Postgraduate School thesis, “Enterprise Policing for the September 12 Era,” David E. Dial describes a form of policing that involves “networking in unprecedented ways with other law enforcement and government agencies, as well as community members.”<sup>174</sup> In terms of Dial’s Enterprise Policing model, the importance of networking for law enforcement agencies cannot be overstated. Dial goes on to write:

Police agencies that fail in their efforts to develop networks and information sharing capabilities with other government and private-sector agencies might find themselves suffering from linkage blindness. The lack of networking and information sharing can result in failure to predict terrorist activity.<sup>175</sup>

In his work, Dial refers to what this thesis has suggested is a critical gap in our national homeland security strategy: the gap between local law enforcement agencies and the private sector. A VP3 can be the mechanism by which a law enforcement agency closes that gap by developing a network that, just a few years ago, was not possible.

As was discussed earlier, administering an “all-crimes, all-threats, all-hazards” network will require coordination and information sharing with other governmental departments. The VP3 staff, therefore, will need to build relationships with members of these other agencies such as fire, emergency management, transportation, and health. This will require deft interpersonal skills, as well as an awareness and understanding of the political environment. It may also require the assistance of the agency head to garner support for the initiative at the top levels of the other governmental agencies involved.

In terms of connecting with the private sector, identifying umbrella organizations within segments of the business community and then attempting to bring their

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<sup>174</sup> Dial, “Enterprise Policing for the September 12 Era,” v.

<sup>175</sup> Ibid., 41. Dial refers to “linkage blindness,” a term coined by Steven A. Egger, *Killers Among Us* (Upper Saddle River, New Jersey: Prentice Hall, 2nd ed., 2002): 251-258. Linkage blindness refers to a failure to share or coordinate investigative information and a lack of adequate networking among law enforcement officers.



membership into the network is the most efficient and effective way of reaching large numbers of potential members with minimal personnel resources. This will likely require presentations at the meetings of those organizations. Therefore a big part of growing the network involves getting out into the various communities in order to involve them in the VP3.

For example, in building SPIN, the Nassau County Police Department leveraged organizations such as: the ASIS International Long Island Chapter, the Long Island College and University Security Consortium, the International Hospital Association of Security Services, the Long Island Fraud and Forgery Association, the Long Island Gasoline Retailers Association, the Long Island Defense Contractors, the International Petroleum Association, the American Chemistry Council, InfraGard, the Contingency Planning Exchange, the Nassau County Association of Water Districts, the Long Island Import Export Association, the Nassau County Chambers of Commerce, the Retail Loss Prevention Information Network, the Jeweler's Security Alliance, the National Association of Chain Drug Stores, Rx Patrol, the New York State Self Storage Association, the Nassau County Medical Society, the Long Island Forum for Technology, and the Nassau/Suffolk Boards of Education.

As a partnership grows and the various segments of a vast private sector become connected, the enormous potential of the network will become evident. Having direct links with each of these organizations and communities, and having their members as part of the network, offers law enforcement agencies exponential gains in the capacity for data dissemination and collection. When weighed against the amount of staff required for implementation, an analysis of the long-term impact that a VP3 network can have on the entire policing operation will likely deem that investment to be extremely cost-effective.

The ability to be effective at networking necessarily involves interpersonal skills, and, as was stated in Chapter III, much of the success of a partnership will depend upon the ability of the law enforcement liaison to attenuate power, develop trust and build relationships. Therefore, choosing an officer with high emotional intelligence, or EQ, is most important in this type of an assignment.

In time, as an increasing number of agencies develop VP3s and begin to network and share information with each other, they can take advantage of the VP3 resources of other agencies. Such sharing of intelligence products and information has begun to occur between agencies in the New York Metropolitan area as NYPD Shield, Nassau County SPIN, and the newly formed Suffolk County Alert Network (SCAN), have begun to share with each other.

## **G. MEETINGS**

Live meetings can add tremendous value to any law enforcement-administered virtual public-private partnership. In addition to providing a forum for presenting important and timely information, they also provide an opportunity for feedback and to celebrate any network successes. Meetings also reinforce the sense of community between the individuals on the network by providing an opportunity for networking and developing relationships between themselves and with the staff of the law enforcement agency.

With differences in roles and responsibilities, and consequently differences in the need for information, the meetings for private security and community-based leaders should be conducted separately. From the perspective of private security leaders, conducting separate meetings is also symbolic in that it acknowledges the important contribution to public safety and homeland security that stems from their security responsibilities, especially with regard to critical infrastructure.

Earlier in this thesis, the theoretical foundation for holding face-to-face meetings with members of the virtual community was laid. Blanchard and Horan found that virtual communities tended to increase trust and norms of reciprocity, and that this effect on social capital was greatest when the face-to-face network overlapped with the virtual network.<sup>176</sup> In addition, they also indicated that social capital should increase when opportunities for civic engagement are facilitated in physically-based virtual

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<sup>176</sup> Blanchard et al., “Virtual Communities and Social Capital,” 293.

communities, as would be the case in a VP3 administered by a local law enforcement agency.<sup>177</sup> Higher levels of social capital, in fact, were shown to be positively correlated to lower rates of crime.<sup>178</sup>

Moreover, with respect to civic engagement, Kirlin and Kirlin found that there are three factors that contribute to increased civic engagement: motivation, skills, and network connections.<sup>179</sup> Therefore, this thesis suggests that by networking private sector partners through technology, and by holding live meetings in which they are motivated, given knowledge and skills, and then presented with opportunities for civic engagement, members of the VP3 may be more likely to contribute to community safety. In this way, citizens are used as a force multiplier.

Law enforcement agencies should, therefore, be prepared to inform citizens how they may assist police and be of service to their communities and their nation. Citizens can be directed towards a number of volunteer efforts, such as Citizen Corps, which consists of programs such as Community Emergency Response Team (CERT) and Volunteers in Police Service and Neighborhood Watch. In some parts of the nation, law enforcement agencies oversee voluntary auxiliary police forces that, in essence, act as eyes and ears for the police and assist in traffic-related duties.

Meetings, therefore, are an important part of any virtual public-private partnership. Unlike most virtual communities, which are geographically dispersed, a VP3 administered by a local law enforcement agency is based in and around an agency's jurisdiction, providing a valuable opportunity upon which departments should take full advantage.

## **H. CREATING A CULTURE OF PREPAREDNESS**

In February 2006, the White House released "The Federal Response to Hurricane Katrina: Lessons Learned," which recognized that everyone, from private citizens to the

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<sup>177</sup> Blanchard et al., "Virtual Communities and Social Capital," 293.

<sup>178</sup> Putnam, *Bowling Alone: The Collapse and Revival of American Community*, 308; Saegert et al., "Social Capital and Crime in New York City's Low Income Housing," 218.

<sup>179</sup> Kirlin et al., "Strengthening Effective Government-Citizen Connections through Greater Civic Engagement," 80.

federal government, has a role to play in homeland security.<sup>180</sup> The report called for a continuing transformation for homeland security that will be “the most profound and enduring — the creation of a Culture of Preparedness.”<sup>181</sup>

By keeping partners abreast of “all-hazards” issues, an agency administering a VP3 can help create awareness of the need to be prepared in its members. It is this awareness that is the first step in getting citizens to take actions that will better prepare themselves, their families, and their communities for unforeseen events and emergencies.

Although creating a culture of preparedness is best coordinated and organized at the federal level, which can expend the resources necessary to develop an effective advertising campaign, delivering the message is best done locally. In building a robust network that reaches deeply into the private sector, a local law enforcement agency is creating the means by which campaign messages of preparedness can be delivered. With the powerful connectivity that comes with networking community-based organizations, large portions of the business community, and a large and ever-growing private security community, the agency can begin to create a culture of preparedness and introduce members to ready.gov, which is a U.S. Department of Homeland Security’s preparedness website.

At the site, one can find information on The Ready Campaign, which consists of Ready America, Ready Business, and Ready Kids, and has easy links to public service announcements, brochures that can be easily downloaded, and information that effectively communicates a message of preparedness.<sup>182</sup> The campaign’s tagline is “Prepare, Plan, Stay Informed.”

The campaign public service announcements were produced by the Department of Homeland Security in conjunction with the Advertising Council and are very well done. Unfortunately, these short videos only run on donated airtime and, consequently, do not receive much exposure. A VP3 provides an excellent venue for a monthly preparedness

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<sup>180</sup> White House Report. “The Federal Response to Hurricane Katrina: Lessons Learned” (Washington, DC: February 2006), 79.

<sup>181</sup> Ibid.

<sup>182</sup> The Ready Campaign, Ready.gov website.

message that can consist of an email with embedded hyperlinks to preparedness videos and attached brochures, as well as enabling access via a preparedness page on the agency's web-portal.

Educating a nation and moving its culture is a long-term effort that will take many years. A VP3 can provide an effective way to support the national effort to prepare America by delivering information that engages citizens, making them more aware of their environment, and then challenging them to be prepared for worst-case scenarios.

## **I. SUMMARY**

In this research, several existing VP3s were examined and several important studies relating to virtual communities, social capital, and civic engagement were reviewed with an eye towards the potential impact on crime, homeland security and intelligence-led policing. The findings, which have been presented in this chapter, form the framework for this model of VP3-enhanced intelligence-led policing. The following are some of the major findings:

- In developing a VP3, it has been argued that agencies should adopt an “all-crimes, all-threats, all-hazards” approach as it offers the most value and utility to both users and the agencies involved. To some extent law enforcement agencies everywhere must deal with all three of these domains.
- In light of the pressing need to protect critical infrastructure and key assets, a partnership with private security is a good place to start a partnership. From there, the VP3 can be expanded to include community-based organizations such as chambers of commerce and neighborhood watch groups.
- Email, web-portals, web-forums, and collaborative software applications such as Groove, all have a place in a robust VP3 involving a large law enforcement agency. Smaller agencies can begin with email networks and build from there as the need arises.
- The VP3 is best situated within the centralized intelligence function of an organization and should be viewed as an extension of the agency's everyday means of disseminating information.
- This will lead to better quality and more timely information, thereby enhancing the value to consumers. As a result, a more informed and engaged private sector will be better able to prevent crime and terrorism by recognizing its precursors.

- The analyst plays a critical role in delivering intelligence products to private sector customers, and in identifying intelligence gaps from which the VP3-enhanced intelligence network can then be used to target collection.
- Such targeted private sector data collection can potentially yield more relevant, hence valuable, information flowing from the private sector into the intelligence cycle. This information then feeds into the intelligence cycle, ultimately resulting in better intelligence products. Better intelligence can enable better decisions by consumers of that intelligence, who can then better impact problems in the environment.
- By using the network to deliver information that engages citizens, making them more aware of their environment, and then challenging them to be prepared for worst-case scenarios, a culture of preparedness can begin to be instilled.
- Developing an expansive network of private sector partners will lead to better intelligence, more informed decision making, and enhanced intelligence-led policing. The end result will be greater capacity to prevent terrorist attacks.

Although building the networks that can communicate with large numbers of people via the Internet has extraordinary utility, it is the byproduct of such systems that is of enduring value. In the end, it is changed behavior that a police department seeks. Through information sharing, a law enforcement agency can educate members of the community, build social capital and trust and, as a result, increase the propensity of that individual to report suspicious behavior. This is the environment that can help bring about the one phone call from a concerned citizen that may lead to preventing the next terrorist attack. By engaging citizens and involving them in the issues that affect their communities, keeping them informed about what's happening where they live or work, and then allowing them to network between themselves, internet technology can be used to leverage the private sector as both a force multiplier and a vast potential source of information.

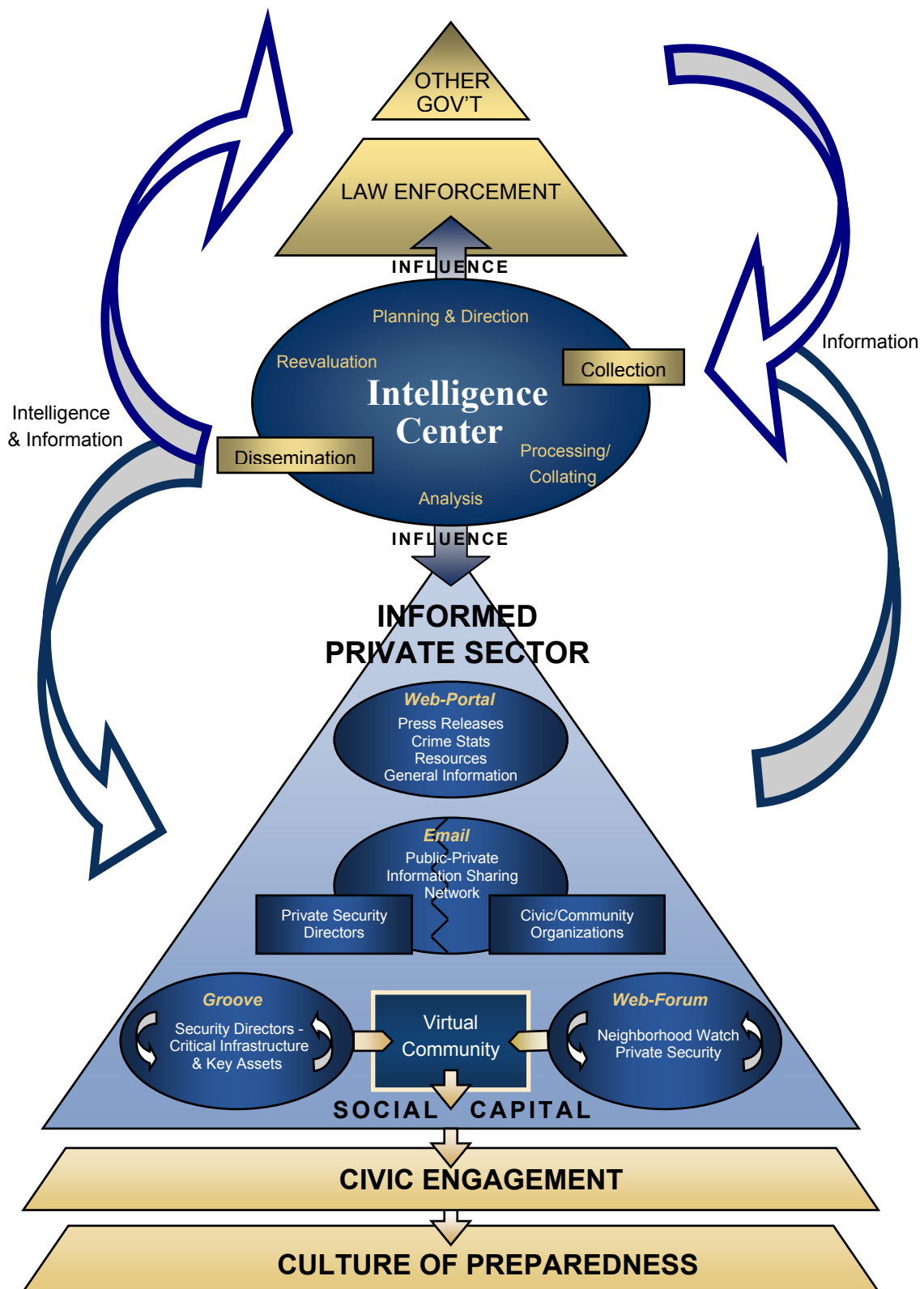


Figure 6. A VP3-Enhanced Intelligence-Led Policing Model.

## VIII. CONCLUSION

Creating a virtual public-private partnership (VP3) and utilizing its powerful connectivity to leverage vast resources requires a fundamental change in how one views the private sector. Although community-oriented policing significantly changed law enforcement's views regarding the role of communities in policing, VP3s take community partnering to a whole new strategic level.

Before closing this thesis with recommendations for practitioners, some of the leadership principles involved in implementation will be examined, as along with some of the challenges facing law enforcement leaders employing a VP3.

### A. IMPLEMENTATION: LEADERSHIP PRINCIPLES AND CHALLENGES

#### 1. First Who . . . Then What

In *Good to Great*, Jim Collins crystallizes a five-year study consisting of over 15,000 man-hours of research all aimed at determining the distinguishing factors that separate *good* organizations from *great* organizations.<sup>183</sup> Collins defined great organizations as those which outperformed the general stock market by more than three times over a period of fifteen years. In this study, the data revealed that in organizations that had sustained greatness, questions of “who” came before questions concerning “what.” In other words, the great organizations first made sure the right people were in the right positions in the organization before they decided on strategy.<sup>184</sup> This finding is highly counterintuitive since one would tend to think that strategy would necessarily come first in determining success. This is not to say the strategy is not important. In fact, it is vital to success. However, more effective strategy is likely to develop if the right people are around the table.

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<sup>183</sup> Jim Collins, *Good to Great* (New York: Harper Business, 2001): 41.

<sup>184</sup> Ibid.



In using the metaphor of getting the right people “on the bus,” Collins suggests that the “good-to-great” leaders understood three simple truths.

First, if you begin with “who,” rather than “what,” you can more easily adapt to a changing world. If people join the bus primarily because of where it’s going, what happens if you get ten miles down the road and you need to change direction? You’ve got a problem. But if people are on the bus because of who else is on the bus, then it’s much easier to change direction. . . . Second, if you have the right people on the bus, the problem of how to motivate and manage people largely goes away. The right people don’t need to be tightly managed or fired up; they will be self-motivated by the inner drive to produce the best results and to be part of creating something great. Third, if you have the wrong people, it doesn’t matter whether you discover the right direction; you *still* won’t have a great company. Great vision without great people is irrelevant.<sup>185</sup>

Realizing that, unlike the business world where a leader has great discretion in hiring or firing employees, government hiring practices, and in some places civil service laws, are much more restrictive and can limit a law enforcement leader’s ability to manage personnel. Given this fact, and in light of the interpersonal skills involved in creating enduring partnerships, the question of “who” will be running the partnership is a critical one.

As was discussed in Chapter III, the work of building partnerships involves “good people skills.” However, running a virtual P3 also involves understanding the technology involved, deciding on content for the network, and navigating the political waters both within the agency and with the private sector. This makes the choice of personnel for the VP3 even more critical.

In addition, although a leader should have a basic vision of where he or she would like to go, it is after the right people are “on the bus” that the vision is refined and a plan laid. That is because it is the insights and creative talents of all stakeholders that will likely yield the most effective strategy in the long run. In the *Good to Great* research study, Collins observed that many organizations that did not make the jump from good to

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<sup>185</sup> Collins, *Good to Great*, 42.

great followed the “genius with a thousand helpers” model.<sup>186</sup> In this model, the organization followed the vision of one man, with the organization’s management and workforce focused on carrying out the leader’s vision. This model of leadership was negatively correlated with sustained great organizational performance.<sup>187</sup>

## **2. Tipping Point Leadership**

. . . within any organization, fundamental changes can happen quickly when the beliefs and energies of a critical mass of people create an epidemic movement toward an idea. Key to unlocking that epidemic movement is concentration, not diffusion.<sup>188</sup>

These words, excerpted from *Blue Ocean Strategy* by W. Chan Kim and Renee Mauborgne, describe tipping point leadership, a concept built on an understanding that within every organization there are people, acts and activities that exert a disproportionate amount of influence on performance.<sup>189</sup> Consequently, focusing efforts on identifying and then leveraging these factors can enable great change.

In implementing a new project within an agency, one of the most difficult tasks for a leader may be convincing employees of the need for change. This, and several other implementation issues as they relate to the principles of tipping point leadership, will next be discussed.

### **a. Instilling a Need for Change**

For a local law enforcement agency, implementing a VP3 will dramatically expand and redefine its relationship with the private sector. For agencies that have adopted a community-oriented policing philosophy organization-wide, the shift to a VP3 will be much less difficult as the organizational culture has somewhat assimilated to the concept of community partnering. However, for most departments,

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<sup>186</sup> Collins, *Good to Great*, 47.

<sup>187</sup> Ibid.

<sup>188</sup> Kim et al., *Blue Ocean Strategy*, 150-151.

<sup>189</sup> Ibid., 151.

where community-oriented policing is primarily performed by a specialized unit within the department, obtaining a critical mass to support the initiative is likely to prove more difficult.

In either case, an initiative involving the private sector and information sharing is likely to bring about debate within a law enforcement agency as officers or deputies question the type of information that will be shared. Planning for this and preparing an internal campaign that addresses the anticipated concerns of officers would be a prudent course of action. In addition, pointing out successes of existing VP3s can help to establish a need for the partnership if the particular successes address issues or problems similar to those in your agency.

Trying to get the majority of the organization to support the initiative right from the start may not be possible, therefore, beginning with key units within the agency that are most critical for success will help provide the initial momentum needed to move the organization in the direction of change.

In addition, in terms of a VP3, if an agency starts with narrow defined objectives for information sharing and then expands the partnership as it builds upon its successes, it may eventually reach the “tipping point” at which the critical mass of the agency supports it and integrates it into everyday policing.

#### ***b. Committing the Resources***

Before allocating resources within an agency to implement a VP3, a law enforcement executive should first be able to provide justification. A virtual public-private partnership affords a law enforcement agency the opportunity to leverage a significant portion of the private sector for homeland security, crime prevention and preparedness.

This includes leaders of community-based organizations throughout the jurisdiction, as well as the great many security professionals whose mission and responsibilities significantly overlap with that of law enforcement. In viewing these security personnel as a potential force multiplier, a leader should assess the impact that a

partnership can have relative to the agency's mission. The potential size and scope of a VP3 will be somewhat determined by the size of the jurisdiction, its population, and the nature and amount of business and industry.

For police officials in Nassau County, the true scale of the potential afforded by this kind of connectivity became evident when it was initially discovered that one of the security companies in the county had more security guards than the department had officers — and the NCPD is a 2,700 sworn member department. After its SPIN network was established, it was learned that most of its security directors had their own network of employees, with some that numbered in the thousands. Given the tremendous potential for engaging the private sector, agency heads should consider moving personnel from low activity/low yield assignments to the VP3.

*c. Leveraging the Natural Leaders*

Once a need for change has been established and personnel have been assigned to the task of implementing the VP3, getting widespread support within the agency will be important if the partnership is to be integrated into the everyday policing operation. Utilizing tipping point leadership will involve identifying those natural leaders within the department who are well-respected and very persuasive, and then concentrating on getting their support. These natural leaders, or “kingpins,” can help unlock key resources and facilitate the involvement and activities needed to support the partnership.<sup>190</sup> If possible, getting input and ideas from these key influencers before beginning the partnership may be an effective way to not only show how a VP3 could potentially benefit them, but also instill a sense of ownership in the project.

In addition to gaining the support of these key influencers, meeting with department brass to discuss the partnership is also very important. Issues related to information sharing need to be talked about before the partnership is in place. Thought should be given to inviting police officials representing agencies in adjoining and overlapping jurisdictions as the VP3 may present an opportunity to work together, share

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<sup>190</sup> Kim et al., *Blue Ocean Strategy*, 162.

resources, and expand the partnership. Economy of scale comes into play here and, depending on the size of a particular jurisdiction, regional partnerships may make more fiscal sense.

### **3. Be Open to User Innovation<sup>191</sup>**

During the implementation or development of the VP3, the users on the networks may create innovative new ways to connect more effectively or to utilize the information shared by the law enforcement agency. Agencies should be open to user innovation and should encourage creativity and sharing within the agreed upon guidelines.

In one case in Nassau County, New York, a bank employee and member of the Security/Police Information Network regularly utilized the weekly notification of weekend events to direct the bank's marketing people to fairs and other public gatherings. If engaged and motivated, private sector partners may find new and better technologies or new applications of existing technology for use by the network. Agencies would be well-served to keep an open mind regarding user innovation that will, in turn, encourage users to engage and participate. In addition, in creating value for end-users, user innovation makes the partnership stronger, even if it involves a value that may be of no perceived benefit to law enforcement, as is the case involving the bank's marketing people.

## **B. RECOMMENDATIONS FOR PRACTITIONERS**

In developing a virtual public-private partnership, there are several factors that can present a challenge to any local law enforcement leader. Acquiring the necessary personnel and information technology resources, obtaining cooperation from other governmental agencies, and dealing with issues of organizational culture are just a few of the potential hurdles that may need to be overcome.

Although adopting this VP3 paradigm for enhancing intelligence-led policing may be challenging, departments do not have to start from scratch. Local law

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<sup>191</sup> Eric von Hippel, "Democratizing Innovation: The Evolving Phenomenon of User Innovation," MIT Press, November 2004.

enforcement agencies can model any one of the several virtual public-private partnerships, or any elements of those networks, that have begun to experience success. In any case, an analysis of the potential return on investment relative to the resources required for implementation will likely make the case for a VP3.

In this thesis, the theoretical foundation has been laid for utilizing web-forums and collaborative software environments to allow neighborhood watch leaders or members of the private security to share information and discuss practices for the purpose of increasing public safety. As an increasing number of local law enforcement agencies adopt VP3s and create virtual communities, these partnerships can become laboratories for study, particularly in the areas of how to best integrate law enforcement and private sector information sharing, and how to best manage information in a way that keeps multiple tiers of users informed and engaged.

Moreover, in recent years, the vital need for information sharing between law enforcement and the private sector has made the forging of public-private partnerships increasingly important. Effective partnership building involves strong interpersonal skills and high emotional intelligence (EQ). Research into the job-relatedness of EQ, and effective ways to measure it, will be important in redefining the desired attributes of police candidates, and can offer guidance to law enforcement leaders and managers in selecting partnership liaisons.

Guarding against terrorist attacks in a free and open society such as the United States is extremely difficult. Thus far, in attempting to keep America's hometowns safe, state and local governments have relied on levels of funding that, in the long term, are not sustainable. As the possibilities for potential targets are virtually without limit, the nation must first and foremost protect its most critical infrastructure, while acknowledging the stark reality that it is simply not possible to protect it all.

Therefore, enlisting the private sector in the mission to keep America safe may be the only solution that ensures the nation's enduring political and economic survival. The lessons learned from two decades of community policing — that citizens play an important role in helping to maintain their own safe neighborhoods — also applies to the

realm of hometown and homeland security. If the United States is to survive this age of the terrorist threat, American society must adapt, and each of its citizens must share responsibility for homeland security. Virtual public-private partnerships can play a major role in accomplishing that. In implementing a virtual public-private partnership, a local law enforcement agency will not only enhance its intelligence-led policing capacity, but can ultimately achieve greater levels of public safety and homeland security.

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